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ABSTRACT

This report contains statements and letters by government officials, educators, and concerned citizens on the Administration's bill to consolidate certain categorical aid programs into a revenue sharing program. Other articles and publications discuss the effects and successes of various Titles of the Elementary and Secondary Act of 1965. (Pages 1, 707-11, 810-17, and photographs may reproduce poorly.) (JF)

ED 084717

EDUCATION LEGISLATION, 1973

HEARINGS

BEFORE THE

SUBCOMMITTEE ON EDUCATION

OF THE

COMMITTEE ON
LABOR AND PUBLIC WELFARE
UNITED STATES SENATE

NINETY-THIRD CONGRESS

FIRST SESSION

ON

S. 1539

TO AMEND AND EXTEND CERTAIN ACTS RELATING TO ELEMENTARY AND SECONDARY EDUCATION PROGRAMS, AND FOR OTHER PURPOSES

AND RELATED BILLS

PART 5

SEPTEMBER 11 AND 12, 1973

U.S. DEPARTMENT OF HEALTH,
EDUCATION & WELFARE
NATIONAL INSTITUTE OF
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EDUCATION LEGISLATION, 1973

Categorical Education Programs

TUESDAY, SEPTEMBER 11, 1973

U.S. SENATE,
SUBCOMMITTEE ON EDUCATION OF THE
COMMITTEE ON LABOR AND PUBLIC WELFARE,
Washington, D.C.

The committee met at 10:10 a.m., in room 5110, Dirksen Senate Office Building, Senator Claiborne Pell (chairman of the subcommittee) presiding.

Present: Senators Pell, Hathaway, Beall, and Stafford.

Senator PELL. The Subcommittee on Education will come to order.

The Subcommittee on Education today meets to hear testimony about the present categorical education programs and, of course, the administration's special revenue sharing proposal, the so-called Better Schools Act.

This hearing is especially timely in that the President and his aides have, over the past 2 weeks, repeatedly spoken about enactment of the administration's legislative proposals, and have repeatedly spoken about the lack of action on the part of Congress. I think that this would be a propitious moment to try to understand just what the President is speaking about when he refers to his "education legislation."

The President sent up his initial special revenue sharing bill for education in April of 1971. In that year, the Subcommittee on Education held 3 days of hearings and heard eight witnesses. During those hearings, the only voices in support of the legislative proposal were the administration's and a single group of school administrators who saw the measure as enhancing their own power. With this lack of support, the subcommittee naturally took no action on the administration proposal.

This year, the President again submitted to the Congress a special revenue sharing bill for education, entitled the "Better Schools Act." We again immediately held hearings, and, again, the only voices heard in support of the measures were the administration's and those groups who saw some administrative benefit to their own situations. Here we have the crux of the problem.

While the measure is termed the Better Schools Act, nothing has been presented to the subcommittee which demonstrates just how the measure would benefit the quality of education in this country. This is what we hope the witnesses today will help us do.

Like all social legislation emanating from the administration, it seems to reflect an accountant's rationale, in that it affects the administration of programs without affecting their substance. If the administration had presented one piece of supportive evidence which would show how the quality of education would be enhanced by this legislation, as to how it would make for "better schools," then perhaps there would be some support for it. However, not one reputable educator so far has supported this legislation by telling us that it would improve the quality of education received by youngsters in this country.

The President has called upon us to get along with "the people's business." I submit that the Congress has been tending to "the people's business." The people have a right to know in just what manner the administration operates. This subcommittee has been tending to "the people's business" by taking a long and searching look at this piece of legislation, by understanding just what it does and by listening to witnesses discuss it. "The people's business" is served by the subcommittee recognizing that this proposal is wanting.

We have seen no special benefit which would be served by its immediate enactment, but, rather, certain negative results as reasonably successful programs are jettisoned. Perhaps "the people's business" would better be served by an administration supporting quality through substance rather than rhetoric inflating an accounting ploy into a major education proposal.

As those in the education community know, the Chair has tried to keep as open a mind as possible on revenue-sharing proposals with regard to education, no matter what they are labeled.

It is for that reason that we are running these hearings, and I must say some of us on the subcommittee feel there is very little real merit to simplification of present programs in the degree of consolidation. Nevertheless the question remains are the new programs going to produce a higher quality of education for our children. This is what we are looking forward to hearing from the witnesses today.

Our first witness is the Honorable Calvin Rampton, Governor of the State of Utah, who represents the National Governors Conference and the Education Commission of the States. It is a very real pleasure. I look forward to hearing from you.

STATEMENT OF HON. CALVIN RAMPTON, GOVERNOR, STATE OF UTAH, REPRESENTING THE NATIONAL GOVERNORS CONFERENCE AND THE EDUCATION COMMISSION OF THE STATES

Mr. **Rampton**. Thank you very much, Mr. Chairman, for giving me this opportunity to appear on behalf of these two organizations and to present the viewpoint of the Governors on Federal aid to the States in the financing of education.

Let me say this first, Mr. Chairman. I am quite in agreement that categorical programs through which the Federal Government aids the States in education in the past have served a very real purpose.

Not only have they brought needed money to the States, but they have given the States some direction in the expenditure of this money; that they might not have come around to so rapidly were it not for the direction of the categorical grants.

So the Elementary and Secondary Education Act, which was passed in 1965, providing that substantial sums of money would be spent for disadvantaged children, has had the effect of concentrating the attention of the States on this very important part of our school programs.

There have been a number of things that have happened, however, in recent years which indicate a broader approach to the problem is indicated. As you are aware, the *Serrano* case, in the State of California, has pointed a new direction to the States in the equalization of educational opportunity.

It has been followed by decisions in seven or eight other States, some of the cases being in the Federal court, some of them being in State courts, in all of which cases the courts held that the States were required to provide equality of educational opportunity, not necessarily equality of dollars, but equality of opportunity.

Many of the States over the past 2 to 3 years have moved to bring their educational finance systems into line with general principles of equality. The fact that the Supreme Court of the United States in the *Rodriguez* case, which was decided this last year, held that this was not an issue for the courts, and so refused to sustain the decision of the Texas Federal court has not slowed this trend.

Even in the *Rodriguez* case, the Supreme Court pointed out that they were not implying that equality of educational opportunity should not be achieved by the States, merely that it was not a matter for the Federal judiciary to decide.

But in spite of this, Mr. Chairman, the States are moving ahead with the adoption of school finance formulas which do achieve equality of educational opportunity.

I would like to submit for the record a review of new finance systems in seven States, including my own State of Utah, which have been adopted by the legislatures which met this spring. In all of those cases the States have moved toward equality of education.

Most of the other States have been addressing this matter through their various interim committees, and it is my belief that in the legislatures that meet in January of this year, or January of the following year where they have only biannual sessions, that all of the States will come to some formula that will achieve the very thing the Congress of the United States has been seeking to achieve through the Federal grants over a number of years, that is, equality of opportunity for each student.

One problem that arises now with the strict categorical grants is that the States are attempting to assume responsibility—for equalizing educational opportunities, a responsibility which is fundamentally and rightfully theirs. The categorical grants established by the Federal Government do not always fit well with such State efforts to equalize.

So what we are asking is that this committee look at the possibility of consolidating all or a substantial number of the categorical programs which now total some $2.5 billion into bloc grants.

The administration calls it special revenue sharing, but I have never yet had anybody point out the difference between special revenue sharing and a bloc grant. Maybe the chairman understands the difference, but I do not.

Regardless of the term that is used, as Governors we feel and I am sure the legislators and the school people in our States feel the same way—that if this money could come to us with general guidelines, we would be better able to fit it into our own programs. The way it is now if we go ahead and equalize, and then additional Federal dollars come into our States, many of them going directly to the school districts, for the very purposes that we have put our equalization program into effect, the result is disequalization.

The best example of this is the impacted school funds which we are not allowed to regard as local revenue. So what happens in a State such as ours in a case like this—and this applies in many States—is that we go ahead and equalize on a State level, and make a contribution from the State to a county for the decreased tax revenue in the areas where they have heavy Federal installations, and then the Federal Government through the impacted aid bill comes along and puts money directly into the district, and disequalizes again.

In other words, the district that has the Federal installation now gets two grants for the disadvantages they suffer, one from the State government and one from the Federal Government.

Prior to the amendment of Public Law 874 in 1968 most of the States considered impact aid as local revenues in achieving State equalization. The amendment in 1968 prohibited this, and the subsequent court case in Maryland said it may not be disregarded.

In my State at the present time I am unable to tell you—and I do not think our office of education could tell you—how much Federal money actually is coming into the State in aid of education, because such a small part of it comes through the State office of education. Most goes directly to the districts and we have no accountability for it.

Second, those that do channel through the State office, as I stated a few minutes ago, often are tied with such categorical strings that they do not fit well into our State program.

So while we agree generally with the approach in the past of the Congress in giving categorical grants to focus attention and to bring the money at places where it is needed, if the States are going to proceed to assume their responsibility—and I believe they will—this responsibility having been pointed out to them by the courts—then it is very important that the Federal grants come in such a way that we can use them in a manner compatible with our State programs and the State dollars we are spending.

Of course, the Federal money that goes into education in the United States, although it is very welcome by the States, represents only a small part of what goes into elementary and secondary education. The primary burden there has long been borne either by the States or the school districts, as it should be.

The supplemental Federal money, as I say, is very welcome, but it could be used much better if in fact we could have some of the strings removed from it.

I would not oppose it at all if it were made into a block grant, but before the States could qualify for the block grant they would have to submit to the Secretary of HEW a general overall plan to make sure that the State finance formula adopted does accomplish the things that the categorical grants originally were placed into effect to achieve.

We have used that approach in block grants in many places. The first one I think was a block health grant back in about 1967. Some of the Governors were rather apprehensive when they began. Their general reaction was, what good will it do? Because the Federal administrators will make the strings so tight on approving our plan that the effect will be the same as categorical grants anyway. This has not happened. I think it would not happen with the educational grant.

I have summarized and shortened my statement. There are details in it which I have not covered, but I would ask that the full statement be entered as part of the record of this subcommittee.

Senator PELL. Without objection, the full statement will be inserted in the record at the conclusion of your testimony.

I can see why you as a Governor would support the block grant approval. I was wondering why you felt that that approach will improve the quality of education, the diversity of education opportunities for the youngsters across the country.

For instance, under the proposals of the revenue sharing bill there is no provision for libraries. They are just knocked out of the picture. It is hard to imagine education without books.

I would be interested in your views, agreeing that it would certainly be simpler for administration, and agreeing that there should be a degree of consolidation—and this we hope to do in this bill—how by adopting the whole course of the proposal of the administration we would improve the quality of education for the children?

Mr. RAMPTON. I do not know about going the whole course because I have not read the President's proposal that carefully. But let us take libraries as an example.

In our State school finance formula we have had for many years a categorical item for libraries in the school districts. We took it out last year because we found out that the schools were spending substantially more for libraries than was in that categorical grant.

In this case our categorical grant has run its course and served its purpose. It had pointed up a need for expanded libraries within the schools. The school districts, and the individual schools have accepted the responsibility, taking it on themselves, and were going beyond that in terms of expenditures for libraries, hence the reason for the categorical grant being eliminated.

Now, our categorical grants for libraries were very broad just for libraries, period. Some of your grants are very restrictive and they do not fit the situation in an individual State.

Let me give you another example of what can happen with a very tightly structured categorical grant. A woman called me Sunday afternoon before I left home. She is a woman who heads a neighborhood organization in a fairly depressed part of Salt Lake City.

In order to achieve some racial balance in a certain school there, they are busing some Chicano students—not very many of them—into a neighboring school area within the same school district.

The school where the children would go ordinarily, according to their geographical situation, is eligible for title I funds, and those children need it. The school into which they are being bused, in order to achieve racial balance, is not qualified for the title I funds under the present guidelines. Therefore in order to meet one Federal requirement, we are depriving the children of an educational advantage which they should have under another Federal grant.

If we had more latitude in handling a situation like that, certainly we could avoid it.

Senator PELL. If enough youngsters are bused into the school, it will meet the requirements under the category for title I.

Mr. RAMPTON. Oh yes, if we bused enough in there, but obviously what the school district is doing is merely busing enough out of a compacted area to get down below a certain formula. The compacted area is not all or not even predominantly Chicano, and by getting a certain number of children out, they just meet a practical situation, but, yes, if you want to bus all the city so you can have equal involvement in each school, but I do not think that is going to occur. That would certainly create an artificial situation.

Senator PELL. Another problem that I see is that the groups that do not have much muscle either at the polls or on the political scene will tend to be short changed unless there are some safeguards for them, and these safeguards in the past have been the categorical programs.

As we know, historically the poor and the black are very bad about voting. They do not have the same percentage of voting as do the more prosperous or the whites as a rule. Hence they have less muscle when it comes to the political processes.

I am wondering how these people who need education the most, who probably should have more money spent on them——

Mr. RAMPTON. I agree they should have more.

Senator PELL [continuing]. Will continue to have that money spent without the safeguards of the categorical programs.

Mr. RAMPTON. While they do not have political muscle, Senator, I think at least to you and to me they have a political appeal that far exceeds political muscle. I think that is true in most States with most State legislatures.

I have a review of our Utah formula. Let me tell you what we are doing about that. We are distributing our money—about 75 percent of the support for the high school and elementary schools now comes from the State level—to the school districts on what we call a weighted pupil formula.

A typical average student from first grade through high school is rated at one.

We recognize that there are certain students in certain school districts that have a higher per unit cost of educating. On the one hand, the small rural school district because of the great distance of travel and the necessary smaller class loads has a higher per unit cost. So on that end a student in one of these schools may be rated one and a half or two.

We also recognize that in the field that the Federal Government covers by what you call compensatory education there is a higher unit cost, and disadvantaged students are rated higher—the highest value given is 2.59. This would be for not only the disadvantaged students but the students with some physical or mental disability.

But a typical disadvantaged student who may have the complete capacity to absorb the instruction in the public school but comes from a home where he has not had the preschool opportunity to prepare for this may be up around 2. So we are attempting to take care of that right in our formula.

If you come along with categorical grants and do it again, then you put too much money there, or, on the contrary, if we know that you are going to put it in a categorical grant, we reduce our weighted pupil average. However, I do not think you are going to get the money distributed as well as we can distribute it out there.

Although we have another categorical grant that we label compensatory education, just as you label yours compensatory, our big money for compensatory education is built right into this weighted pupil formula, and many other States are doing that.

I want to repeat that I am not criticizing the program up to now. I recognize the need for a categorical program, but it is my belief that if a categorical program has not after 5 or 6 years been able to demonstrate its worth to the administrators, maybe it should be abandoned. If it has demonstrated its worth, the administrators are going ahead with that program, even though the money is no longer tied with the categorical strings.

Senator PELL. I must say you make a very compelling argument. I am wondering if your State is not of an exceptionally high order in the rank of States when it comes to equalization formula.

Mr. RAMPTON. I think it is. We are second only to Hawaii which has a single school district.

Senator PELL. That might be a factor in this.

Mr. RAMPTON. I do not think so, Mr. Chairman. I hope that you will have your staff analyze these seven school States that have adopted new formulae in this last year. I am convinced from talking to the other Governors at our Governors' conference that the question of revision of school finance formulae and achieving equality, not of dollars spent but of educational opportunity, is the very first priority of every Governor in these United States right at the present time.

Senator PELL. One final question. How do you see this improving the quality of the education of the child?

Mr. RAMPTON. It will improve the quality of education by giving better direction to the expenditure of these funds—let us take Utah as our example. This year the State put into high school and elementary education about $213 million. The Federal Government gets an amount in there—I cannot tell you exactly what it is, but I guess around $15 million in all areas.

If this money could be combined in a unified program, I think it could be more efficiently expended than if the State has one program and the Federal another.

Senator PELL. Thank you. Could you give us the official position of the Governor's Conference? Did they pass a resolution in connection with this?

Mr. RAMPTON. Not in regard to this specific problem because at the last time we met for the purpose of making policy these particular bills had not come up. We had the present policy generally, but we do have a position which follows the principle of the *Serrano* case endorsing the complete equalization of opportunity of education in the State.

May I mention one other thing. This is not before this committee at the present time, but you have before the Congress now some budgetary procedures requiring, as I recall, that moneys be appropriated in full before the fiscal year to which they are to apply. If that happens, that is going to be one of the best things that can happen to us. It is rather disconcerting to get a call from HEW saying, We have $150,000 for which your State is qualified under a new appropriation that just went in, but you have to qualify for it before 2 months or your eligibility will pass.

You do not set up a very good program under those circumstances. If we can get the money in some kind of block grant conditioned upon—again I emphasize—conditioned upon the States themselves adopting a formula that is consistent with what you have been trying to do and then get advance funding so that we know for a period in advance what we can look to, we believe that you will come to real State-Federal cooperation in providing better education for our children.

Senator Pell. Thank you.

Senator Stafford, do you have some questions?

VIEWS OF GOVERNORS CONFERENCE

Senator Stafford. Thank you, Mr. Chairman.

Governor Rampton, I believe you testified that you were not representing the official view of the National Governors' Conference. May I ask if in your judgment you are expressing the majority view of the Governors' Conference?

Mr. Rampton. I think I am expressing almost the unanimous view. I am chairman of the Committee on Fiscal Affairs and Government Management, and as such I think even in the interim period I have the right to state the official position of the Governors' Conference.

Senator Stafford. Very good. Could you tell us approximately what percent of Utah's public school system is financed by State funds?

Mr. Rampton. 75.3.

Senator Stafford. And the balance comes from various Federal programs?

Mr. Rampton. About 75.3 and comes from the State. The other 24.7 comes from the local property tax. The amount of Federal money that comes in is about 6 percent of the whole program.

I gave the Senator some figures here a few minutes ago. I know our State contribution is now $213 million or will be in this fiscal year. I cannot account for all the Federal funds because most of it goes directly to the school districts. In my judgment it is about $13 million to $15 million.

So the amount of Federal dollars to the whole program will be somewhere around 6 percent.

Senator Stafford I did not hear all of your testimony because I was delayed in getting here by another appointment, Governor. Are you familiar with, in general, the administration's proposals for special revenue sharing for education?

Mr. Rampton. I read the President's message yesterday, and I am aware of the documents that were sent out a year or year and a half ago by the office of education. Yes, I am aware of those.

VIEWS ON ADMINISTRATION PROPOSAL

Senator **Stafford**. Might I ask you on the basis of the documents you have examined, and what you read yesterday, whether or not you would, as a general proposition, endorse the administration's proposal?

Mr. **Rampton**. I would be willing to put this modification into it, and I do not think it fair—to meet the question Senator Pell raised a few minutes ago—I would be willing that the bill provide that in order to qualify for the block grant or special revenue sharing the States must adopt on their own a formula which recognizes the very problems that the categorical grants have been trying to get after.

Until they do adopt a State distribution formula that gets at those problems, they should not be eligible for the block grant, but would continue to get categorical money. That would give a dual system of administration for a little while, but I am sure it would not continue beyond the next session of each State legislature because they are working on this.

IMPACT AID

Senator **Stafford**. I did hear your testimony with respect to impacted aid, and I gather the effect of impacted aid can often be in effect a discrimination in favor of those areas which receive it because they get that money in addition.

Mr. **Rampton**. May I ask the young lady to show you on the blackboard what I mean.

Senator **Stafford**. All right.

Mr. **Rampton**. May I come up there and lean over you?

Senator **Stafford**. Why, certainly.

Mr. **Rampton**. [Drawing diagram.] Here is we will say the financing level of the various districts. Some of this low ability is accounted for by the fact that they do not have the taxation ability because of the presence of a Federal installation.

We come along with our State programs, and equalize all that, fill in all these gaps. Then you come along with the impacted aid and build this money on top of it, so you are getting an inverse situation of discrimination.

Senator **Stafford**. I think I understand that and I thank you for the diagram.

Mr. Chairman, I have no further questions at this time. Thank you very much.

Senator **Pell**. Thank you, Senator Stafford, and thank you, Governor Rampton, for taking the time to be here, and letting us have your views. I am very pleased with them indeed.

[The prepared statement of Mr. Rampton, and other material subsequently supplied for the record follows:]

STATEMENT OF THE HONORABLE CALVIN L. RAMPTON
GOVERNOR OF THE STATE OF UTAH
REPRESENTING THE EDUCATION COMMISSION OF THE STATES
AND THE NATIONAL GOVERNORS' CONFERENCE

BEFORE THE SUBCOMMITTEE ON EDUCATION
OF THE COMMITTEE ON LABOR AND PUBLIC WELFARE
UNITED STATES SENATE
WASHINGTON, D.C., SEPTEMBER 11, 1973

Mr. Chairman, I appreciate this opportunity to appear before you today representing the Education Commission of the States and the National Governors' Conference. As I feel a discussion of the issues pending before this subcommittee will be more useful than a lengthy monologue, I will make this prepared statement very brief, and, I hope, concise.

On August 1, 1973, Representative Tom Jensen from Tennessee appeared before this committee representing ECS and the National Legislative Conference to address issues manifested in the Elementary and Secondary Education Act, and the several bills which have been introduced to amend and modify that legislation. Since that time, the Education Commission of the States staff with the involvement of a number of governors, state legislators and other state officials, have devoted further attention to the development of recommendations for modification of existing Federal education programs in the elementary and secondary education area. These efforts have been further focused by the Education Subcommittee of the House Education and Labor Committee reporting a bill which contains a number of the ideas suggested in Representative Jensen's testimony. A discussion of school finance must include specific recognition of categorical

Federal aid and its impact on state and local governments. My statement will be addressed to this relationship and suggest that reform of school finance systems cannot be carried out properly by the states without modification of Federal programs.

Mr. Chairman, the primary issue in school finance today is what the states are doing or are going to do about equalization in the wake of the Rodriguez decision. ECS and the Governors' Conference have long taken the position that increased state aid and involvement in school finance to insure equality of educational opportunity in elementary and secondary education is both good educational policy and morally right. In keeping with this objective, the National Governors' Conference has gone on to add that state action to achieve equal educational opportunity must begin immediately, progress rapidly and have the aggressive leadership of elected officials in state government. The Governors believe that while a number of alternative finance systems are available to the states in this endeavor, states must focus on one primary objective -- the elimination of local wealth as the major determinant in educational opportunity.

I don't believe anyone fully understands the complexity of the problem and has adequate information on the diverse finance systems which exist throughout the 50 states. We are now in the process of trying to gather such information and compile it in a manner which will assist governors and legislators in addressing the issues involved in equalization legislation and also to assist the Congress and officials of the Executive Branch at the Federal level in understanding the situation.

The essential point that I would like to make is that Federal aid to education, whether categorical in character with specific guidelines or administered with considerable state discretion, must mesh with state school finance systems in order that Federal assistance does not distort opportunities and priorities at the state and local level. This is particularly true where a state has adopted a school finance system which recognizes the higher costs of meeting the educational needs of those students who are given special attention by Federal programs (i.e., the disadvantaged, handicapped, etc.).

This committee has before it several bills addressed specifically to the need for increased state funding, property tax relief, and equalization. These include S. 1900 introduced by Senator Javits and S. 1539 introduced by Chairman Pell. Both would provide financial incentives to states to reform school finance systems to bring about a more uniform pattern of expenditures among local agencies. Both of these, however, seem to view equalization as a desirable goal to be achieved through the provision of a new Federal program alongside existing categorical programs rather than the means for developing a comprehensive and consolidated fiscal relationship between the Federal government and the states which is responsive to the educational needs of all children. As effective equalization legislation is adopted by more and more states, the ability of local districts with substantial numbers of economically disadvantaged children to finance the education of those children will be enhanced. Where state law goes beyond financial equalization to provide special financial assistance to meet the higher costs of compensatory education and special education, this fact must be recognized by the Congress in the way Federal aid is provided. Ultimately, state finance systems which contain these factors should be the vehicle for most, if not all, Federal assistance which should, under these circumstances go to the states on an unrestricted basis.

We are in a period of rapid change. Within the last two years, substantial efforts toward increased state funding equalization of educational expenditures have been taken in a number of states. At this point I would like to insert into the record a fairly detailed description of how seven states have achieved or attempted reforms in their education finance systems (Attachment A). I will not read this material, but would hope that it be included in the record. Most other state legislatures will face the school finance issue in their next sessions. Because the picture is not uniform, it is not feasible to consider a total consolidation of existing programs at the present time, and to be totally realistic, it does not appear likely that substantial additional Federal money will be forthcoming to promote increased state funding and equalization.

Reform of school finance systems, nevertheless, is proceeding state by state and will continue to do so with or without Federal assistance. What can be done by the Congress at this time is to shape existing Federal education programs for elementary and secondary education to facilitate and assist and encourage this process. We would suggest to you that this can be achieved through a 4-point strategy. First, existing categorical programs should be consolidated into functional areas with broader discretion at the state level and fewer Federal controls. This is badly needed in all states if we are to deal with problems rather than simply produce paper. Secondly, the impediments to reform of state school finance systems which are contained in Federal programs should be eliminated. Thirdly, total consolidation of Federal aid in the form of block grants to states should be permitted for those states which have school finance systems which meet certain minimum standards. Finally, we should all continue to work together over the next few years to develop more tangible and accurate information about the true state of school finance in the country with particular reference to the development of cost and need indices with a view toward further revision of Federal aid. To implement this strategy we make the following specific suggestions:

1. Compensatory education. Aid for disadvantaged children under Title I of the Elementary and Secondary Education Act (ESEA) should be continued. Local school districts should be free to allocate funds to individual schools on the basis of low-income families or according to educational needs except that when a state has a statewide testing program local agencies shall use educational needs for allocation. States should be required to submit to the U. S. Commissioner of Education a state plan acceptable to the Governor and approved in accordance with state laws. States should be free to merge federal funds with state compensatory education funds.

2. Career education. Recognize the continuity of career from kindergarten through graduate and continuing education by consolidating parts A to H of the Vocational Education Amendments of 1963 and the Smith-Hughes Act, and insure cooperative planning with state higher or post-secondary education by implementing Title X-13 of the Education Amendments of 1972. States should develop a career education plan approved in accordance with state law. Emphasis should be on articulating and coordinating vocational or occupational education programs with academic programs as much as possible, including greater emphasis in academic programs on career development.

3. Exceptional children. Consolidate Part B of the Education of the Handicapped Act and the handicapped set-asides from the Vocational Education Act and from Titles I and III of the Elementary and Secondary Education Act (ESEA) into a comprehensive program for exceptional children, both the handicapped

and the gifted. Emphasis should be on individualized programs within the mainstream of regular schooling as much as possible. States should be required to provide appropriate special-education services to all exceptional children, and should be encouraged to re-allocate Federal funds to local school districts on an excess-cost basis. Parents should have full hearing and appeal rights. A state plan containing these elements should be required to be approved in accordance with state law as a condition of such aid.

4. Impacted aid. While funds for impacted school districts have provided valuable revenues for education, they have also created a problem for the increasing number of states attempting to equalize educational spending. The present program allows large sums of money to flow into local education districts, but forbids the state to consider such funds as local revenues when distributing state aid. Since the new equalization formulas are designed to remedy inequalities in local revenues, impact aid money has the effect of undoing what the state legislature has done -- of disequalizing where the intention was to equalize. The problem lies in the fact that the local contribution rate is equal to the per-pupil expenditure for education from local sources in comparable school districts in the state. Obviously, this penalizes those states with a high percentage of state funding for elementary and secondary education. The maintenance of this provision stands as a disincentive to states wishing to provide greater equalization of expenditures by moving toward increased state funding.

In addition, Section 5(d)(2) of P.L. 874 should be reworded in such a way as to permit these funds to be counted as local revenue in any state which has passed equalization legislation. This provision in current law prohibits states from considering impact aid payments as local resources when considering the eligibility of a local school district for receipt of state education funds. This constraint has the definite effect of impeding the efforts of many states in developing equitable school finance structures. Under this new equalization plan, if P.L. 874 funds of a district cannot be considered as local resource, the plan would be subject to severe distortion. Specifically, if P.L. 874 is not taken into account, similar districts would be permitted to spend at similar levels but have widely varying taxing efforts. Since P.L. 874 is generally considered a kind of payment in lieu of taxes, it seems reasonable to consider such aid as being of the same general character as locally-generated taxes and therefore an element of local resources. I hope you will correct these problems.

5. Support materials and services. Consolidate Titles II, III, and V of the Elementary and Secondary Education Act, Title II of the National Defense Education Act and the Adult Education Act into a comprehensive state materials and services program to include adult education and school library and instructional resources. Up to 15 percent of any state allocation may be used for administering Federal programs and strengthening state education agencies. States should be required to submit state plans developed after public hearings, approved by the governor.

6. Special Federal responsibilities. Funds should be authorized for the discretionary use of the U. S. Commissioner of Education for furthering the purposes of the Act generally, but with specific emphasis on:

Providing special assistance in the development of testing programs for evaluating the effectiveness of categorical programs as the basis for allocating compensatory education funds.

Improving the USOE data-gathering capacity to provide states with much-needed management and decision-making information, particularly as such information is necessary to implement aspects of Federal program consolidation -- equalizing school finance systems, providing aid to exceptional children on an excess-cost basis, etc.

Assisting the states in developing both a Cost-of-Education and an Educational Needs Index. Allow me to elaborate briefly on this point.

Equal educational opportunities must be the goal of all levels of government. Equality, however, does not mean identical treatment. The value to be fostered by a system of public education is the opportunity to succeed, not uniformity of success.

As the President's Commission on School Finance suggested, "To offer children only equal education, disregarding differences in their circumstances, is merely to maintain or perhaps even to magnify the relative effects of advantage and handicap. Equal treatment of unequals does not produce equality."

A concept of equal educational opportunity should reflect a sensitivity to differentials in costs and variations in the interests and needs of those to be educated. However, attempts at relieving disparities by attending to their differences will prove fruitless unless those needs and costs can be clearly identified and adequately quantified.

7. Total consolidation. Provide for payment of most, if not all, Federal aid directly to those states which have school finance systems meeting certain minimum standards. Such total consolidation would be authorized when a state system is determined by the Secretary of Health, Education and Welfare to meet the objectives of existing Federal categorical programs. We do not

have a specific proposal at this time. However, such standards might be framed in the following manner:

Per-pupil expenditures in school districts within the state do not vary more than a determined percentage from the statewide average excluding assistance for compensatory education and educationally handicapped.

The state aid system adequately recognizes the additional and higher costs of compensatory education and special education.

State administered programs in these areas are administered equitably and are responsive to the needs of all children in the state.

This concept is one which would permit a complete meshing of Federal and state funds. It deserves your attention and we would be happy to try to develop the idea further with you.

Finally, Mr. Chairman, there are certain elements which should be built into any legislation emanating from this committee. Any program consolidation must include consideration of three additional factors: accountability, strategy and funding.

Program consolidation block grants should go to the state agency legally designated by the state as responsible for elementary and secondary education. Public and public official accountability is assured, however, by requiring a separate state plan for each program consolidation area required to be approved in accordance with state law. These plans would have to be submitted to the U. S. Commissioner of Education -- for information, not approval -- before a state could be declared eligible to receive its block grant allocation. The Commissioner should be required to report annually to the Congress on the effectiveness of program consolidation activities in the various states.

In addition, any legislation should contain the following general provisions:

Provide adequate transition time. State and local education agencies -- and the U. S. Office of Education -- need time to plan, time to coordinate new programs with existing programs, or, in the case of program consolidation, time to make the transition from one form of Federal aid to another. Thus, while a program consolidation bill enacted in late 1973 could become effective in the 1974-75 school year (fiscal 1975), any such legislation enacted in 1974 should not take effect until the 1975-76 school year (fiscal 1976).

Provide forward funding. Funds appropriated in one fiscal year should be for use by the states in the following fiscal year. In this way every state would know the magnitude of Federal assistance in time to develop more effective plans for coordinating Federal and state programs.

Consider Puerto Rico, the Virgin Islands, Guam and the District of Columbia as states. These areas are responsible for the education of several hundred thousand children. Yet many Federal programs provide limited access and unequal funding for these areas through a percentage set-aside technique that results in far lower allocations than would be true if these areas were to be considered as states.

Provide for full state involvement in the preparation of regulations and guidelines to implement this legislation. Provide for full state involvement in drafting guidelines and regulations. Too often U.S.O.E. officials draft guidelines without adequate outside advice and counsel and invite reaction only on an *ex post facto* basis. Involving state officials from the beginning would help prevent later misunderstandings, smooth the transition to new or revised programs and aid annual program administration.

Maintain funding levels. The minimum level of first-year funding should at least be equal to total fiscal 1973 appropriations for all programs involved in any consolidation package, plus a 10 percent inflation factor.

we believe these suggestions, if adopted, will permit meaningful progress toward an integrated and effective system of education finance.

ATTACHMENT A - BY GOVERNOR CALVIN L. RAMPTON - STATE PROGRAMS FOR FUNDING EQUALIZATION OF EDUCATIONAL EXPENDITURES

MINNESOTA

Under a new tax bill passed toward the end of 1971, Minnesota finances approximately 65 to 70 percent of public education from state funds. As a result, educational funding relies heavily on state income and sales taxes rather than on local property taxes.

The educational overburden problem was attacked in Minnesota by attaching a weighting of 1.5 for each AFDC (Aid for Dependent Children) pupil in the state to a foundation formula of $600 per pupil in fiscal 1972 and $750 per pupil in fiscal 1973. The municipal overburden problem has been relieved by a per-capita aid program to noneducation local governments, with a greater proportion being supplied to the Minneapolis-St. Paul area. This was accomplished by providing an additional $2 for each Twin City resident. These funds are distributed in proportion to the local noneducational tax effort.

FLORIDA

The Florida Legislature, during the 1973 session, adopted the Education Finance Act of 1973. The five major goals of the Florida Education Finance Act of 1973 were spelled out in the legislative intent section as follows:

1. Guarantee to each child, regardless of where that child happens to live, an educational program appropriate to his or her needs;
2. Increase the discretionary authority of local school districts and encourage their innovative programs;
3. Assumption by the state of the responsibility for capital outlay;
4. Encourage innovative designs of school facilities, construction methods and financing mechanisms, and

5. Provide a more thorough analysis of public school financing and a more rational basis for making educational decisions.

The major policy features of the new act call for:

1. Funding based on student costs. In the past, educational funding in Florida was based on what it cost to finance an "instructional unit" -- in other words, teacher costs. The new act turns it around. It bases funding on what it costs to educate a student -- more specifically, a full-time-equivalent student or FTE. An FTE is defined as membership by one or more students in a program for 25 hours a week in grades 4-12 or 20 hours a week in grades K-3. In double-session schools students may qualify for an FTE of up to two and a half hours less per week.

2. Compensatory funding. By basing funding on student costs rather than on instructional unit costs we are able to allocate funds more realistically. It takes into account that it costs more to educate some students than others, depending on the various programs they are in. For example, it costs more to educate a student who is physically handicapped than it does to educate the average student and more to educate students in K-3 than in grades 11-12. To compensate for this, a base student cost figure was set, and then a cost figure, or multiplier, was assigned to each educational program in relation to its actual cost difference. The base student cost factor was projected at $587 for the average student in grades 4-10, the lowest-cost program. The base figure will change some, subject to fall enrollment. Grades 11-12 were assigned a cost factor, or multiplier, of 1.10; K-3, 1.20; educable mentally retarded, 2.30; deaf students, 4; certain categories of visually handicapped, 10, and so on, up to a factor of 15 for homebound students. The cost base of $587 is then multiplied by the

appropriate factor. Grades 4-10, with a factor of 1, will earn a base cost of $587; grades 11-12, with a factor of 1.10, will earn a base cost of $645.70; K-3, with a factor of 1.20, will earn a base cost of $704.40, and at the top, homebound students, with a factor of 15, will earn a base cost of $8,805. Such weighting of the base student cost makes it possible to fund the special needs of each category of student. For example, the additional $117.40 which a student in K-3 receives under the new formula enables school districts to lower the pupil-teacher ratio in those classes, which has proved to be so effective at those levels in giving children a much better "launching" into the educational process.

3. Cost-of-living differential. It costs more to live in metropolitan Dade County (Miami) than it does in rural Gadsden County (Quincy), and there are variations in costs of living among the remaining 65 counties. The new formula takes these into account. The base student cost for Dade County is set at 1.09 of the base $587 student cost, or at $639.83. In the lowest cost-of-living counties, such as Gadsden, the cost-of-living factor is set at .90, which brings the base student cost down to $528.30.

4. A continued high level of required local effort. For the 1973-74 school year, a county must assess at least 6.2 mills in order to participate in the joint state-local funding program. The realities are that no county can afford not to take advantage of the available state funds, so in effect there is a mandatory 6.2 mill effort required of each county. This is an increase over the 1972-73 requirement of 6 mills. In the next year, 1974-75, the required local effort is raised to 7 mills. During the 1973-74 school year, the 6.2 mill required local effort is designed to produce $324 million total from the 67 counties, as their contribution to the joint program.

There is nothing to prevent a county from levying more than the minimum required local effort, up to the full 10 mills allowed for school funding by the Florida Constitution, as almost all do.

5. Equalization funds from the state to poorer counties which make additional local efforts. But 6.2 mills out of a possible 10 mills -- or 62 percent -- this coming year is not full equity. Nor is the 70 percent -- that is, 7 mills out of a possible 10 mills -- for the 1974-75 year full equity. So the new formula goes a crucial step further toward full equity. It recognizes that some counties simply do not have the property wealth to finance their local contribution as do other counties. Were the formula to be stopped at this point, without the equalization factor supplied by the state, then the children in those property-poor counties would have to suffer. In order to move substantially closed to the goal of full equity -- yet to leave the counties room, within the remaining optional mills, to provide their own innovation -- the new formula projects additional new state funds, above the $587 base student cost, directed primarily to counties with poor property-tax bases, to bring them closer to the abilities of the wealthier counties.

The equalization factor works in the following manner: A determination is made as to how much each county can raise per student for each of the optional 8th, 9th and 10th mills. To do this, a county's assessed valuation on the previous calendar year's non-exempt tax roll -- exclusive of that portion of homestead exemption Florida permits for school tax purposes -- is divided by that county's unweighted FTE total to determine its property tax yield per unweighted FTE student per mill of property tax levied. If that amount turns out to be less than 7 percent of the base student cost (or 7 percent times $587 or $41.09 in fiscal 1973-74) then the county is entitled to receive an amount from the state for the difference per unweighted FTE student multiplied by the county's unweighted FTE total for each mill or fraction of a mill that the county levied the previous year at or above eight mills. In the 1974-75 year, the percentage to be equalized for each of the optional 8th, 9th or 10th mills actually levied by a district goes up from 7 percent to 8 percent of the base student cost. This is both a supplement and an inducement to the counties -- they are induced to levy more than the minimum required millage through additional state funds applied to each mill or fraction of a mill levied at or above 8 mills. The jargon for this is known as "power-equalizing the eighth, ninth, and tenth mills." What it means is: No child is penalized because he lives in a poor county, for the state has found a way to guarantee funds for a quality level of education. Thus, equalization in Florida does not mean equalizing the level of funding from the rich counties down to the level of the poor counties but from the level of the poor counties up to a maximum statewide level.

The Florida Education Finance Act of 1973 is computed by the following formula:

FTE times program cost factors times base student cost plus compensatory education factors times cost-of-living factor minus required local effort plus state equalization.

6. State funding of categorical programs. In addition to that basic educational funding, the legislature this year also provided for state funds to carry forward several continuing and some new programs -- such as

educational leadership training programs, school lunch programs for the needy, and driver education. With a first-year appropriation of $1,850,000, it gives to counties, in relation to their population, funds to be used to develop innovative programs for protecting the persons and property of the students and school personnel from acts of vandalism and disruption.

UTAH

The Utah legislature appropriated a record $22.6 million increase ($215 million total) in state school funds in SB 72. The state will pay for approximately 72 percent of school operating costs including transportation and school lunches. The most significant feature of Utah's new law is the way it changes the formula for allocating revenue. Under the old law, revenue was allocated on the basis of distribution units (27 pupils in average daily attendance). The new law allocates revenue on the basis of the sum of (1) weighted students in average daily membership and (2) those in average daily attendance, divided by two. Weightings were developed from actual cost figures for the following categories: small schools, handicapped children (10 categories), vocational education, professional staff cost, administrative cost, kindergarten children and miscellaneous categories. The law has a system for calculating transportation costs. Revenue is also appropriated for a number of special categorical programs. Included among these are grants for instructional media centers, extended day and summer programs, community school programs, career education, experimental programs and culturally disadvantaged programs.

Another significant feature of the new law is its equalization formula. The law strengthens the old "power equalizing" plan in existence. Under the new law, $508 will be guaranteed for each weighted student. Each school district must levy a 28-mill property tax. The state will make up the difference between what a 28-mill rate produces and an amount equal to $508 per weighted student. The state will recapture revenue in excess of $508 per weighted student. Districts can vote for an extra 10-mill tax. The state guarantees that these mills will produce $4 per weighted student. The revenue from assessed value per weighted student, which ranges among all school districts from $13,647 to $3,056, is equalized. School districts will spend an average of $613 per weighted student. The district with the greatest departure from that figure will spend only $34 per weighted pupil less than the average. Because of increased state funding no district will lose any revenue this year. Only one district will have to raise its tax levy.

KANSAS

In Kansas, Substitute Senate Bill 92 is one of the most significant public school finance bills ever signed into law. The bill will increase the state share of school costs from 29 percent to 48 percent.

Under the new plan, a "nor budget per pupil" is established for various enrollment categories. Median operating costs for these categories were used to develop the norm budgets. If a district chooses to spend at the norm budget level, it would be required to raise, through property taxes 1.5 percent of local district wealth. Wealth is defined as the sum of equalized property value plus taxable income. If a district's budget per pupil is higher or lower than the norm, the 1.5 percent local effort rate would be adjusted up or down proportionately. The norm budget for districts of 1,300 students is $728 per pupil. Districts under 400 students will be guaranteed a per-pupil budget of $936 at the 1.5 percent rate. For districts between 400 and 1,299, the norm budget decreases as enrollment increases. Districts that raise more than the norm budget per pupil do not lose the excess revenue to the state.

Substitute SB 92 has been called a "power equalizing" bill since each school district will have the power to decide its level of spending per pupil. The higher the level of spending chosen, the greater the local effort required; the state makes up the difference between the tax revenues and the guaranteed spending level.

Property taxes are reduced by an estimated $53 million. The reduction is to be paid for with existing revenue in the general fund and with a 10 percent rebate of state income taxes to local school districts.

NORTH DAKOTA

The North Dakota legislature, in approving Senate Bill 2026, put into motion a $118 million foundation program, the most expensive piece of legislation the state has ever known. It represents one-third of the state's total budget and it increases the state's share of the cost of education from 42 percent to 70 percent. Equalization and property tax relief were the key elements of the bill.

School districts will be required to roll back their local levies by 15 mills. This amounts to a total of $18 million in property tax relief over a two-year period. A companion bill cut income taxes $2.8 million and repealed the sales tax on groceries for another $8.7 million tax reduction. Total tax relief will amount to about $30 million for the biennium. The tax relief and the [illegible] million foundation program will mean that the state must come up with $[illegible] million in new revenue. This is possible because of a $40 million carry-over from the previous biennium plus conservative estimates on income and sales tax revenue over the past few years.

MONTANA

House Bill 428, which has been signed by the governor, is a bold equalizing plan. Prior to this bill, Montana had a foundation program which set minimum support levels for various enrollment categories. The state program supplemented funds from county levies where these revenues did not reach the foundation level. Counties were required to levy 40 mills, 25 mills for elementary schools and 15 mills for secondary schools to participate in the state foundation program. It was possible for many property-rich counties to meet the foundation level by levying only a fraction of the rate required of participating counties. HB 428 requires all counties to levy 40 mills. If the revenue produced is more than the foundation level, the state recaptures the excess. Some property-rich counties will have to increase their levies by 2[illegible] to 30 mills. All the revenue produced by these new mills will go to equalize poorer counties.

Above the foundation level, local districts can levy 9 mills for elementary and 6 mills for secondary schools without a referendum. The state will make up the difference between what these mills produce and a sum equal to 25 percent of the district's foundation level. The state is allowed to levy a statewide property tax to make up any deficiencies in the equalization program. School districts are still allowed to vote for extra mills for special programs, but the state does not guarantee the yield of these mills. The state imposes an expenditure limit on school districts based upon a percentage of the previous year's spending. Total state support of operational expenditures will be in the area of 30 percent.

OREGON

Governor Tom McCall of Oregon proposed and got through the legislature the most sweeping change in any school finance system. But on May 1, 1973, the people of Oregon decisively turned down the plan in a vote of referendum.

Perhaps the most significant aspect of the McCall plan was the method of raising educational revenues proposed. The plan would have done away with (except for 2 mills) local property taxes for schools. Oregon would have replaced the lost revenue with increased personal and corporate income taxes and a statewide property tax levied on local assessments. The plan provided a method of equalizing the local assessments. The governor claimed that 85 percent of the people of the state would have realized a tax decrease under the plan. Had the plan passed, Oregon would have been providing 95 percent of nonfederal school revenues with state funds, second only to Hawaii where the state provides 100 percent.

House Bill 2004 would have given every school district a flat grant of $900 per pupil minus certain Federal revenues. Weightings were established for grade levels. The 2-mill local effort plus a state equalizing grant would bring each district's spending up to $1,200 per weighted pupil. The bill provided for a 6 percent annual inflationary increase. Local districts would still have been responsible for their indebtedness and interest on capital outlay as well as for 45 percent of transportation costs.

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THE STATES AND FEDERAL AID TO ELEMENTARY-SECONDARY EDUCATION

The Education Commission of the States (ECS) supports the concept of consolidating into block grants to the states most categorical programs of federal aid to elementary and secondary education.

This has been the position of the Commission since shortly after it was founded in 1966. Resolutions favoring this approach have been adopted at every ECS annual meeting since 1968.

Education is constitutionally a state responsibility. While state governments delegate varying degrees of administrative authority to local school districts, and the federal government provides limited financial support in accordance with national needs and priorities, it is the state that is the linchpin of American education.

Unfortunately, the cumulative effect of federal aid programs enacted piecemeal over many years has been to distort traditional and constitutional state-local relationships. Some federal programs require federal officials to deal directly and exclusively with state officials or agencies. Some involve direct federal-local relationships with little or no state involvement. Some federal funds flow through state agencies to local school districts with varying degrees of state influence or control. A few federal programs of aid to local school districts, particularly the impacted aid program, even go so far as to disequalize state school finance programs.

Another distortion takes place within education itself. The categorical nature of many federal programs inevitably has led to the creation of special-interest groups within state and local education agencies, each determined to maintain the narrow focus of its specialty while expanding its influence. These groups compete, not only with one another, but with state and local administrators responsible for coordinating all programs for children. Some state and local officials work more closely with federal officials than with people in their own agencies, often managing federal funds in isolation from state and local resources available for the same purposes.

In addition, federal programs have tended to be administratively time-consuming and expensive in proportion to the return. The delivery system for the existing maze of programs, involving separate schedules, plans, guidelines, regulations, forms and evaluations for each program, is so complex that state and local education agencies find it impossible to coordinate and concentrate federal funds effectively. Most state education agencies and many local school districts have been compelled to hire federal aid experts--specialists in education grantsmanship.

ECS has long maintained that any new or revised federal education program should, as an integral part of the legislation:

Provide forward funding. Funds appropriated in one fiscal year should be for use by the states in the following fiscal year. In this way every state would know the magnitude of federal assistance in time to develop more effective plans for coordinating federal and state programs.

Provide adequate transition time. State and local education agencies--and the U. S. Office of Education (USOE)--need time to plan, time to coordinate new programs with existing programs or, in the case of program consolidation, time to make the transition from one form of federal aid to another. Thus, while a program consolidation bill enacted in late 1973 could become effective in the 1974-75 school year (fiscal 1975), any such bill enacted in 1974 probably should not take effect until the 1975-76 school year (fiscal 1976). In addition, any major changes in the financial impact on state and local education agencies should be phased over a two-to-three-year period.

Allocate funds to state-designated agencies. Funds should be re-allocated to local school districts in accordance with state plans. This would eliminate both the distortion in state-local relationships that have developed under existing programs and the disequalizing factor in direct federal aid to local school districts--particularly important as states assume an increasingly larger share of local school costs. Passing funds through state agencies directly to local school districts makes a mockery of federalism by rendering states impotent in fulfilling vital aspects of their constitutional responsibility for education.

Make equitable provisions for territories. Territories should receive such funds for education as are consistent with their relative needs, rather than in accordance with an arbitrary set-aside figure based on 2-3% of total appropriations. The long neglected problems of the territories should be dealt with systematically until such time as the educational systems in the territories are comparable with those in the states.

Provide for full state involvement in drafting guidelines and regulations. Too often USOE officials draft guidelines without adequate outside advice and counsel and invite reaction only on an ex post facto basis. Involving governors, state legislators, and other state officials from the beginning would help prevent later misunderstandings, smooth the transition to new or revised programs and aid annual program administration.

Promote the concept of equal educational opportunity. Encourage states to distribute funds to local school districts on an equalizing basis that includes differentials for programs such as early childhood, compensatory education, the education of exceptional children, career education and for excess-cost programs such as those in urban-impacted or rural-isolated areas (density-sparcity factors). Of course, the states should be free to develop their own equalizing program and to determine their own cost differentials.

Provide for interagency and intergovernmental cooperation. The complications which result from the bureaucratic maze described above can be somewhat eased by provisions which permit states to consolidate funds appropriated for similar types of programs and which promote program consolidation. This kind of coordination can be encouraged both within and between the three levels of government, as well as between governmental units and the numerous kinds of special purpose agencies which exist.

* * * * * * * * * * *

Following is the ECS position on each of five areas which have been considered for federal program consolidation:

1. Compensatory education. Transform the existing program of aid for disadvantaged children under Title I of the Elementary and Secondary Education Act (ESEA), minus the handicapped set-aside, into a comprehensive compensatory education program. Federal grants to the states should be based on a Congressionally acceptable revision of the existing poverty-level formula, using 1970 census data. States should be free to merge federal funds with state compensatory education funds.

The re-allocation of federal funds to local school districts on the basis of either a low-income formula or according to educational needs, as determined by a statewide testing program, should be left to the discretion of the states. States should be required to submit to the U.S. Commissioner of Education a state plan acceptable to the governor and subject to public hearing. The Commissioner should be directed to report to the Congress on the viability of the needs allocation approach after a three-year period.

2. Career education. Recognize the continuity of career education from kindergarten through graduate and continuing education by consolidating Parts A to H of the Vocational Education Amendments of 1963 and the Smith-Hughes Act, and insuring cooperative planning with state higher or postsecondary education agencies in implementing Title X-B of the Education Amendments of 1972. Through cooperation of state elementary-secondary and state postsecondary or higher education agencies or commissions, the states should develop a career education plan that involves the cooperative efforts of the various academic and vocational communities including community colleges, vocational technical schools and institutes, elementary-secondary schools and colleges and universities. Emphasis should be on coordinating and articulating vocational or occupational education programs with academic programs as much as possible, including greater emphasis in academic programs on career development.

3. Exceptional children. Consolidate Part B of the Education of the Handicapped Act and the handicapped set-asides from the Vocational Education Act and from Titles I and III of ESEA into a comprehensive program for exceptional children, both the handicapped and the gifted. Emphasis should be on individualized programs within the mainstream of regular schooling as much as possible. States should be assisted in providing appropriate special-education

services to all exceptional children, aged 4-21. The re-allocation of federal funds to local school districts should be based on excess-cost in accordance with a state plan, and the states should be encouraged in this direction. Parents should have full hearing and appeal rights. A state plan acceptable to the governor and subject to public hearing should be required.

4. Impacted aid. While funds for impacted school districts have provided valuable revenues for education, they have also created a problem for the increasing number of states attempting to equalize educational spending. The present program allows large sums of money to flow into school districts, but forbids the state to consider such funds as local revenues when distributing state aid. Since the new equalization formulas are designed to remedy inequalities in local revenues, impact aid money has the effect of undoing what the state legislature has done--of disequalizing where the intention was to equalize. Section 1 of PL 874 should be reworded in such a way as to permit these funds to be counted as local revenue in any state which has passed equalization legislation.

5. Support materials and services. Consolidate Titles II, III and V of ESEA, Title III of the National Defense Education Act and the Adult Education Act into a comprehensive state materials and services program to include adult education and school library and instructional resources. Up to 15 percent of any state allocation may be used for administering federal programs and strengthening state education agencies. States should be required to submit state plans acceptable to the governor and subject to public hearing.

6. Data collection and technical assistance. A proportion of each year's allocation--perhaps 10 percent--should be reserved for the discretionary use of the U.S. Commissioner of Education to further the purposes of the act generally, but with specific emphasis on:

Providing special assistance to states desiring to develop statewide testing programs as the basis for allocating compensatory education funds.

Improving the USOE data-gathering capacity to provide states with much-needed management and decision-making information, particularly as such information is necessary to implement aspects of federal program consolidation--equalizing school finance systems, providing aid to exceptional children on an excess-cost basis, etc.

Improving USOE's capacity to provide the states with developmental assistance and to monitor and evaluate consolidated federal programs. Traditional reliance on a separate USOE salary and expense (S&E) budget to provide the staffing necessary for program development assistance, monitoring and evaluation has proven inadequate.

Any program consolidation proposal must include consideration of additional factors: accountability, strategy and funding. Under the ECS proposal, program consolidation block grants would go to the state agency legally designated as responsible for elementary and secondary education--usually a state department of education. Public and public official accountability would be assured by requiring a separate state plan for each program consolidation area to be subject to the governor's approval after public hearings. These plans would have to be submitted to the U.S. Commissioner of Education--for information, not approval--before a state could be declared eligible to receive its block grant allocation. The Commissioner should be required to report annually to the Congress on the effectiveness of program consolidation activities in the various states.

The consolidation of categorical programs should not be billed either as revenue sharing or grant consolidation. It is less than the former, more than the latter. Although the ECS proposal does not involve general support funds, it is our opinion that such funds are needed-- and that this is a need that must be dealt with in the very near future.

Finally, while there is a beguiling simplicity to the argument that authorizations and funding levels are two different things and should be considered separately, political reality dictates serious consideration of anticipated first-year appropriations. ECS believes the minimum level of first-year funding should at least be equal to total fiscal 1972 appropriations for all programs involved in any consolidation package, plus a 10 percent inflation factor. To provide less would transform program consolidation into program emasculation.

RBMc:pcg

Senator PELL. Our next witness is Dr. Paul W. Briggs, superintendent of the Cleveland Public Schools, representing the Council of the Great City Schools.

I would add that Senator Taft was very sorry that he could not be here to introduce you himself. He is engaged on the floor, but he asked that we proceed with this hearing as scheduled. He also sends his regards to be passed on to you.

STATEMENT OF PAUL W. BRIGGS, SUPERINTENDENT, CLEVELAND PUBLIC SCHOOLS, REPRESENTING THE COUNCIL OF THE GREAT CITY SCHOOLS; ACCOMPANIED BY CONELLA C. BROWN, ASSISTANT SUPERINTENDENT, COMMUNITY RELATIONS; PETER P. CARLIN, ASSISTANT SUPERINTENDENT, CONTINUING EDUCATION AND SPECIAL PROJECTS; JACK NAIRUS, DIRECTOR, COMPENSATORY EDUCATION

Mr. BRIGGS. Thank you very much, Mr. Chairman and Senator Stafford. I have brought with me several assistants.

Senator PELL. Would you introduce them please.

Mr. BRIGGS. They are Ms. Conella C. Brown, assistant superintendent, community relations; Mr. Peter P. Carlin, assistant superintendent, continuing education and special projects; and Dr. Jack Nairus, director, compensatory education.

Senator PELL. We are pleased to have all of you here.

Mr. BRIGGS. First of all let me identify myself. I am Paul W. Briggs, superintendent of the Cleveland Public Schools. I will be speaking primarily as superintendent of the Cleveland Public School System, however. I also represent the 20 largest school districts in the United States, the urban districts having urban problems. These districts perhaps have more at stake in this legislation than any of the other school districts in this country.

I would like to further point out that I am one of the two or three superintendents in the United States who was in his present job at the time the Elementary and Secondary Education Act was established, who still holds that job, and who has had an opportunity to see ESEA develop, to see it change, and to see its impact.

So today I would like to address myself to several things. One is what we have seen happen as a result of the categorical aid of the Elementary and Secondary Education Act, second, to raise a couple of questions, and, finally, react to the so-called Better Schools Act.

The Federal Government traditionally has concentrated its educational spending on programs of national concern, such as agriculture, vocational education, manpower training, science, and more recently programs for the children of the poor, categorical aid, attempting to attack problems of the children of the poor.

I feel very strongly that this kind of relationship with the Federal Government; that is, identification of great national problems, provision of initiative, leadership, and funds; coordination with the State departments of education, the State governments, as well as the local school district, has enabled genuine progress.

I would like to present several charts that describe our programs and a few problems.

[First chart shown may be found on p. 1698.]

First of all, poverty has not been wiped out in our urban centers. The children of the poor are still confined to the great urban centers. We have a school system with nearly 140,000 students, and in 1969, 30,900 came from poor homes.

In 1970 that was increased to 36,000; then 46,000; then 56,000. This year more than 58,000 of our children come from homes that are below the poverty level.

LEVEL OF STUDENT POPULATION

Senator **Stafford**. Excuse me. Mr. Chairman, may I ask two questions directly here.

Senator **Pell**. Please.

Senator **Stafford**. Has the student population remained fairly constant during the years 1969 through 1973?

Mr. **Briggs**. That is a very good question; because it has not. The number of students has dropped over 10,000—if we put this in percentages it would be even more dramatic.

The city of Cleveland enrolls 7 percent of the students in the State of Ohio and better than 25 percent of all the children of the poor. We have six schools where more than 97 percent of the students come from welfare families.

DEFINITION OF POOR FAMILY

Senator **Stafford**. Let me ask you one more question in order to understand the chart. Has the definition of a poor family changed during the years 1969 through 1973?

Mr. **Briggs**. Yes. The definition has changed somewhat. In other words, those figures have been adjusted However the purchasing power also has changed even more dramatically.

Senator **Stafford**. Let me ask you then has the definition of a poor family in Cleveland remained fairly constant in terms of real dollars in 1969?

Mr. **Briggs**. This is right. If there is any conclusion to be drawn, it probably would be in the direction that the poor are poorer now than they were.

Senator **Stafford**. Thank you.

Mr. **Briggs**. You can see the extent of this problem. Critical to the education of the poor is the Federal money that we have been able to receive. And, as a practicing superintendent over these years, I must say that I have seen a steady decline in the ability of the school district to supply revenue necessary for the children of the poor.

Our tax duplicate has dropped dramatically. Over the last 3 years in the city of Cleveland by about $30 to $40 million. Cleveland is one of the few cities of the United States where the people have consistently gone to the polls and voted more money for schools. During my 9 years of tenure—I am starting my 10th year now in Cleveland—the people of the city of Cleveland have voted to increase their taxes by 137 percent. This has not happened in any other major city in this country.

Therefore there is a great local effort. Furthermore, the State of Ohio has improved its formula for us. But without the categorical aid that we have had from the Federal Government, I do not believe the city of Cleveland could have effectively provided for the children of the poor.

[Chart 2 shown, may be found on p. 1699.]

This next chart shows how we are spending our Federal money. We spend 92 percent of the money we receive under the Elementary and Secondary Education Act for basic skills, and 8 percent for administration.

Senator STAFFORD. Would you define basic skills for us.

Mr. BRIGGS. Yes, and in anticipation of your question we have a definition here: 54.2 percent of the total amount we receive from ESEA is spent on reading; 27.5 percent on mathematics; and 10.3 percent on supportive services.

Some of that amount is used for busing youngsters to reading clinics or readig centers; some of it is for dental services, psychological services, and similar supportive services for poor students, as well as for their parents.

Administration, again, is exactly 8 percent.

We do not have trouble with the direction of our money or where it is going as far as basic skills are concerned.

It is interesting to note the age of the students on whom we concentrate our funds.

[Chart No. 3 shown, may be found on p. 1701.]

For example, we spend 16.7 percent of our money for 2,301 students in the preschool level.

In the other elementary grades we spend 72.1 percent for 9,926 students.

We spend 11.2 percent at the age level above the sixth grade with programs involving 1,558 students. I might say, however, that all of this portion is spent below the high school level; in fact, most of it is concentrated on the transitional classes designed to help poor children easily make the transition from junior high school to senior high school, with all kinds of additives for their educational program.

Our heavy concentration, therefore, is in early childhood and in the elementary years.

[Chart No. 4 shown, may be found on p. 1702.]

Here is a chart which may at first appear a little complicated, but it is very easy to understand, I think it is one of the most significant pieces of research which I have seen recently [pointing].

This line represents the national average of reading readiness of first graders in the United States. In other words, 68 percent of all students in the United States who enter the first grade in any school this fall are ready to be taught reading.

We have 92 schools in the city of Cleveland with more than 33 percent of the students at poverty levels, 6 of these have more than 90 percent. Looking at these schools with high concentrations of the poor children, we find that in 1968, before effects of our preschool program could be seen—we began 2 years prior—61 percent of the children from poverty schools were ready for reading. That was well below the national average.

The next year, in 1969, the first children who had the benefit of 2 years of preschool education entered elementary school. Seventyfour percent of these students were ready to learn reading. The national average was 68.

Then, the percentage steadily increased from 61 to 74 to 79 to 82 to 85. And, this fall, the reading readiness of first graders in Cleveland's ghetto schools is 87 percent.

This kind of evidence demonstrates that categorical aid from the Federal Government in Cleveland concentrated on basic skills, poor children, in early elementary levels is beginning to show results.

Senator STAFFORD. Mr. Briggs, I hate to keep interrupting.

Mr. BRIGGS. You are asking very good questions, Senator.

Senator STAFFORD. Would you tell me what you mean when you say a child is ready to be taught reading when he enters the first grade?

Mr. BRIGGS. This means that the child has reached sufficient emotional and educational maturity to be exposed to and to comprehend the first basic reading lessons.

As you know, in so many of the homes of the poor, reading is not one of the family activities. For this reason our preschool programs have heavy emphasis on relationships with the mother. We bring the mother into the school for a couple years, even mothers who sometimes cannot read themselves. We have them on our committees, helping to select books and helping to set up an atmosphere where reading becomes important.

This even leads to the opening of libraries and the flow of materials into the home. We work with anybody and everybody who will assist in just creating a feeling that there is something exciting about reading. All of these things bring a child earlier to a readiness for reading.

Too often in our ghetto schools, children come into the first grade with no orientation or sensitivity to reading, and no evidence that reading is important. They have not seen it at home, there are no books, no pictures, no magazines, no newspapers.

So we have been concentrated very, very heavily on reading. As one ghetto mother said to me not too long ago, "You know, Mr. Superintendent, the best place to start reading is to parallel it with potty training." She said, "When you are toilet training children, this the time to start reading to children."

We do not have such a unit in the Cleveland schools.

Senator STAFFORD. That could result in a lifelong habit, I might say.

Thank you very much.

[Chart No. 5 shown may be found on p. 1703.]

Mr. BRIGGS. We have some interesting significant results calling for careful scrutiny and investigation.

This group represents nonproject pupils in title I schools. This group represents project pupils in title I schools, and, as you know, your guidelines—not the law—do not allow us to enroll in special programs all those who are eligible.

Looking at last year's nonproject pupils in project second and third grades we measured growth in reading by months. In a 9-month period, which is a period of measurement, the nonproject pupils in reading under normal programs improved 6.5 months. But the project pupils in the same school, having more severe handicaps than nonproject pupils, but with having the concentrated effort in reading, improved, on the average, 10 months.

In other words, the reading growth pattern of children from the poor, particularly in our ghetto schools, improved more than the national average. This tells us that the kind of concentration that we are experiencing with the quality of programs that we have been able to develop is bringing about a real improvement.

The same thing is happening in mathematics, maybe even more dramatically. Our nonproject students in project schools show 8 months' growth in mathematics. But the project students in the project schools show 11 months' growth in mathematics. This demonstrates that if we can get the youngsters, concentrate services, and do the things that title I has allowed us to do, we can in this country bring the reading level of our city urban children up dramatically.

This is why, gentlemen, I have to be for categorical aid, because you are zeroing in with a rifle-like approach to a very distinct problem.

[Chart 6 shown may be found on p. 1704.]

When we take a look at who happens to be served and who is not served, we find that title I now in our city serves 13,785 students or 49.2 percent of those children who are eligible to be served in the project schools.

Pupils who are not served but who are eligible number 14,215 or 50.8 percent.

I want to raise a question here. Last December 15, I believe it was, the Federal District Court in Toledo ruled that the Cleveland Board of Education was practicing a new kind of discrimination in the food prgoram, because not all poor children were being fed.

The court in effect said to us if you feed one child from a poverty area and do not feed another, you therefore are practicing discrimination against the one you are not feeding.

We cannot argue with that logic. We had a little trouble with the financing because the food program was not fully funded. We had real trouble with the financing. The court however said to us on financing: if you are able to teach reading, you are able to feed children.

I submit that if at the cafeteria table we are guilty of discrimination because we do not give a free meal to all poor children, we are equally guilty in the classroom, at the classroom desk, when one-half of the children who qualify because of poverty and also because of the location of their homes are not served, because of the guidelines of title I being restrictive.

While I strongly favor categorical aid—we referred a moment ago to the rifle approach—I would like to have just a little bigger bore rifle so that we hit a little larger target. It is unfortunate for us to have children in our classrooms where we have the technology and the knowhow to bring their basic skills closer to standard, and not do it because of certain Federal guidelines.

[Chart 7 shown may be found on p. 1705.]

The impact of Federal funds on our school system is considerable. We have a little grocery list of things that show the before and after. We go back before the act. With reading specialists in the Cleveland school district we had none. Now we have 109. These are specialists. These are not classroom teachers, but these are individuals who work with classroom teachers as well who work with children who have reading problems.

We had not a single library open in the Cleveland public elementary schools in 1964. We have 135 libraries now. It is needless for us to teach reading if we keep libraries closed.

Concerning adults in adult basic education, we have a city where 50,000 adults cannot read or write. At the present time 3,510 are in basic education programs financed by Federal legislation.

Children eating breakfast, we now have 25,000 children each morning in the city of Cleveland having a free breakfast. We could take this money I suppose and spend it on truant officers to go out and chasee children and find them in the streets and bring them in. I do not know your experience with truant officers, but they have never been the great success story of the Nation.

The children they do bring in are not in a mood for education. We have taken our money and put it in the direction of meeting some of the basic fundamental needs children have, and food is one of them.

We have breakfast in the classroom with the teacher and her students. It has created an atmosphere that has the child feeling the school is more closely related to some of his more human needs.

The attitude of the children improves tremendously. As I told your colleagues over in the House a few years ago, we started the program first with a pilot program that we did not announce, to which we gave no publicity locally.

We took the school with the highest incidence of absenteeism, not dropouts, and we quietly started serving breakfast. That school move right around 22 other schools as far as attendance was concerned.

We asked the teachers to give us something very subjective—certainly not scientific. We asked what happened to the way you have marked the youngsters in reading and mathematics? Would you let us look at your books? Four or five of them said yes; they opened their books, and they showed they were giving these youngsters a better grade in reading.

Now, I doubt if their reading had immediately improved, but the attitude and the relationship between the teachers and the pupils had improved so that education could move ahead. This is very important.

Today we are feeding 48,000 pupils a hot lunch in the Cleveland schools. We are under Federal court order now. We have to almost double that figure before the end of the year.

In vocational education classes we had 52 in 1964 and now we have 408.

As to participants in manpower training, we had no programs in 1964, and we now have 1,373.

With the handicapped in vocational programs, we had zero then and we have now 666 handicapped students being prepared for employment.

In job placement for our innercity students, we placed about 25 percent on jobs in 1964. At the present time a 5-year average on this now is 95 percent placement of those who want to work to have jobs.

We have gone back and studied those graduates 1 and 2 years afterwards to find out what had happened. We find that 90 percent are still working, and 50 percent of them have had a promotion.

These are some of the ways we have been spending outside the field of just basic education some of the moneys from the Federal Government.

Senator **Stafford**. Mr. Briggs, one question here occurs to me, while we have the figures in front of us. The 48,000 who daily receive a Federal funded lunch, is that lunch provided irrespective of the poverty or nonpoverty situation of the student?

Mr. **Briggs**. We are going to phase this lunch into the elementary. We have had no cafeterias in our elementary schools. We started with the junior high schools and now we have taken the school of the biggest incidence of poverty and put in kitchens. We have gone into a systems approach.

We do now have a central kitchen capable of turning out 100,000 meals a day. We are using the systems approach to get these meals priced low while maintaining quality.

We do not have the satellite kitchens—receiving kitchens—in our elementary schools completed sufficiently to increase the numbers.

Now, the individuals who get free lunches are those who qualify under Federal poverty guidelines. They are children from the poor, and all children from poverty are so qualified. We have the eligibility lists not from our own makeup but rather from the welfare department. The computer gives the list of those students who are eligible.

Senator **Stafford**. Do you supply a lunch to others who can afford to pay for it?

Mr. **Briggs**. Yes, we do; and we charge for that.

Senator **Stafford**. How much is that?

Mr. **Briggs**. In the high schools this year I believe it is 50 cents, up 5 cents from last year; and I think 30 cents in the elementary grades.

By the way, we have not gone to peanut butter and jelly this year; we still have meat on the menu.

[Chart 8 shown may be found on p. 1706.]

Now there are two other areas of concern. I just want to touch on this briefly. I think one of the great things this Congress has done a few years ago was to make it possible for us to hire disadvantaged youth in the summer. We were really interested in 1965 and 1966 in the days of the riots—Watts riots and so on—in seeing that the junior and high school youngsters had some activity in the summer.

By the way, I might point out we enrolled better than 80,000 students in summer programs in the public schools. But the summer job program was a very important one, and it was one that developed from a small beginning with us in 1965 with 794 students, and then it went up in 1966 to 1,500.

In 1966 we began saying, let's put some educational components into this. It is not enough to have children picking up paper on the streets. Let's get some education into it.

We got some orientation, some guidance and some education, developing a continuing kind of thing. We hoped that we could use employment in the summer to tie children in with the fact that we want them back in school in the fall; that they have to finish up. In 1967, we had 3,900 students.

You notice the orange starts increasing. That is the amount of money spent on educational components. Last year enrollment went up to 12,457. Then revenue sharing hit, and we are down to 3,966 pupils as the dollars went through the political channels of city hall.

I have included in the testimony some editorials from the daily newspapers which indicate the dissatisfaction with this kind of channeling, We no longer are eligible as a school district—we are independent from city hall—but we are no longer eligible by the Department of Labor to make contracts with the Department of Labor for the summer employment program. We may subcontract, if city hall wants to subcontract with us.

You will find in the testimony details on the program this summer where we did subcontract finally after city council refused to allow the use of any money unless the school district administered part of the program. Council wanted us to do all of it. Finally a compromise was reached where we got 3,966 jobs, and the city took the rest.

Interestingly enough, we have been able to develop an interesting and an exciting complex with the education component. We have been able to get vocational money to complement the money we have, so that if we put a boy in a job in maybe a county highway department shop, working on machinery, and he had to do welding, we gave him training in welding that paralleled the job he was doing.

We have about 200 teachers in vocational education involved in this, so that every job that called for work also called for training. If we went into cutting grass and trimming shrubs, we also brought a horticulturist in so that those youngsters knew what they were doing, how they should be doing it, and also developing a little degree of pride in their work. The ecologists have been very pleased with this kind of program.

Then for the better students, for those who were doing very good work academically but were from the families of the poor, we made an arrangement with several of our colleges, and went out and got foundation money so that we enrolled those youngsters in summer programs on the campus of one or two or three or four colleges and universities where they secured credits-in-escrow, so at the time of graduation, if they wanted to transfer that credit to another college or utilize it in that college, they might.

Their work experience was on that campus. Many times it was in libraries. These kinds of things I believe in very strongly. There is a place in this country for work experience in a new kind of relationship with education in the summer months where we are not tied down with the traditions that we have built up so strongly in education.

I regret very much however, that the practice now of the Department of Labor is that there shall be no contract with any public school system in the United States. That has nothing to do with the laws you have passed. That has something to do however with the present.

Senator **Pell**. Is that a question of law or administrative practice?

Mr. **Briggs**. Administrative practice solely. The law is clear.

I would merely refer to another area that we have had some problems with, and I do not mean to belabor the point, but as far as the Emergency School Aid Act is concerned, this is one I think needs a great deal of scrutiny.

Senator Pell. We will look into it. The full committee exercises oversight of the Labor Department.

Mr. Briggs. We have gone through frustrations with this act. The children of Cleveland, I submit, are as needy as any ghetto children in the United States. To date we have not been able to qualify. We have been promised, we have been told, we have been assured of qualification over and over. We have not been able to. We know the school districts that have been funded also do not qualify but had exceptions.

With this I merely say that in Cleveland, as well as the 20 largest cities in the United States, we have felt comfortable with categorical aid. We feel that this is a way to prevent dissipation of those funds for general purposes. We would encourage extension of the kinds of program that we have seen, updating them so that they meet the real national needs, particularly those of the children of the poor in our large cities.

I want to thank you for the opportunity of making this presentation this morning, Senator.

Senator Pell. Thank you very much.

Senator Stafford?

VIEWS ON S. 3138

Senator Stafford. I have just one question that I would like to ask for Senator Beall, Mr. Chairman, and then I will drop out.

Senator Beall has asked me to ask you if you are familiar with the bill which he has sponsored with Senator Dominick of Colorado—S. 3138—the Elementary School Emphasis Act of 1973.

Mr. Briggs. I have only just been apprised of this. I am not familiar with the details. Members of our staff have shown a great interest in this.

Senator Stafford. Have you any personal reaction to, at this moment, or would you rather reserve and supply it for the record?

Mr. Briggs. I would like to prepare for the record a position on this.

Senator Stafford. That would be appreciated, Mr. Briggs, if you would do that. Thank you.

[The information referred to had not been received by the subcommittee when this hearing record went to press.]

Senator Stafford. Thank you, Mr. Chairman.

Senator Pell. Do you see any possibility of museums in Cleveland being woven into the educational process? Would that dilute your costs too much?

Mr. Briggs. No; I think that we have to make education exciting. I think we have to tie in the cultural organizations of a city. Cleveland is very fortunate as far as museums are concerned, as you may know, Senator.

We are utilizing them to a great extent. I do not think we should take present moneys and dilute programs. I think the time has come in this country for us to give the highest priority to the education of the most disadvantaged of the country, and that is the children of the poor.

I am a strong believer that we have to do more in the arts. If you look at the history of the arts in this country, they not only survive but they prosper many times during the great period of stress, the great periods of problems.

I think that we need to take the arts into the schools, and we need to take the children out of the schools to the arts. I would like to think that maybe some day I could get some Federal funding for an assistant superintendent for the arts from the arts, not from education, but from the arts, to see that we have an open-door relationship with all those.

Senator PELL. I completely share your enthusiasm in this regard. I have another question. Why do the small children pay 30 cents and the bigger children 50? Is that because their lunch is bigger?

Mr. BRIGGS. Yes. There is a difference in the portion. Also we have I think been able to apply our systems approach to the elementary, and we have not to the same extent in the secondary. We have no individual cafeterias which prepare food in the elementary, but we have a deep-freeze system and a systems approach probably that is the finest in the Nation, and this has brought the cost down.

Senator PELL. Thank you very much. The charts that you presented and any others you care to leave will be put into the record.

Mr. BRIGGS. Thank you.

[The prepared statement of Mr. Briggs, charts, and other information follow:]

STATEMENT OF PAUL W. BRIGGS
SUPERINTENDENT OF SCHOOLS
CLEVELAND, OHIO

TO

SENATE SUBCOMMITTEE ON EDUCATION

OF THE

LABOR AND PUBLIC WELFARE COMMITTEE

SEPTEMBER 11, 1973

I am Paul W. Briggs, Superintendent of the Cleveland Public Schools. It is a distinct honor and pleasure to be here today. I appreciate this opportunity to discuss the impact of federal assistance on the Cleveland Public Schools over the years and to share with you some of our concerns and successes as they relate to federally-funded programs.

The federal government has traditionally concentrated its educational spending on programs of national concern, such as agriculture, vocational education, manpower training, science, and more recently, special programs for the children of the poor. In every instance this team attack on our problems by the federal government and local schools has brought about success.

This Congress has established a good record regarding its concerns over the educational needs of urban children. The hearing of this committee today is another indication of your continued leadership.

Poverty has not been abolished in our cities. On the contrary, the families of the poor are to be found in large concentrations in the great urban areas of America.

Cleveland is the largest city in Ohio. The school district is the largest in the state, enrolling seven percent of all Ohio school children. However, our school district enrolls one-fourth of the children from welfare families in the state.

CHART 1 Since 1969, the number of school children in Cleveland on public assistance has nearly doubled. While we had 30,931 school-age children on welfare just four years ago, we have 58,526 today.

It is this large number of poor children to whom we must address ourselves and upon whom we must concentrate our efforts. The poor of the urban areas need supportive services and programs designed to overcome the effects of poverty. Through education we upgrade people both socially and economically.

At a time when we enroll more and more poor pupils, we see a steady decline in the amount of tax revenue available to the Cleveland Public Schools. This decrease is attributable to a lowering of tax values in Cleveland, although the voters have increased their property taxes 137 percent since 1964.

As the economically more able are deserting the city for the suburbs and as industry is leaving as well, the inner city is becoming a pocket of poverty and the home of the unemployed. Regretfully, our schools reflect this impoverished status.

Critical to our efforts in overcoming racial isolation and poverty is assistance from the federal government. Through the years we have been very fortunate in having a comfortable relationship with officials of the federal government, and as a result of federal funds, we have been able to mount many and varied programs in Cleveland.

The largest portion of our federal allocation is funds from the Title I of the Elementary and Secondary Education Act of 1965. I am one of the few superintendents of a major urban school system who can discuss the entire evolution of programs made possible by ESEA. I was superintendent in Cleveland before ESEA became law and I have watched it develop through the years.

In the new school year which is just beginning we have in operation twelve Title I projects serving more than 13,000 pupils. Our projects are fully described in the booklet entitled, "Focusing on Changing Needs," accompanying this statement.

In Cleveland we have been careful to insure that support provided under Title I has in every instance been a supplement to and not a substitute for local resources. The comparability report required by ESEA Title I law shows that not one Cleveland Title I school was non-comparable during the 1972-73 school year. This means that Title I funds were indeed over and above those given to all pupils enrolled in the system.

Cleveland has coordinated the use of its Title I funds with other federal and state monies to provide extra services to pupils who live in low income areas. Some of the State of Ohio funded programs for disadvantaged pupils are described in the booklet, "Until It Happens to a Child," which also accompanies this statement.

Our efforts with Title I funds have been concentrated on improving and reinforcing basic learning skills for the children most in need of such assistance. They especially help prepare younger children for school experiences. Other programs are designed to prevent and overcome deficiencies in basic subject areas. Emphasis also is placed upon individualizing and customizing instruction for those pupils with deficiencies.

Now entering our ninth year of experience with Title I programs, we have some exciting success stories to relate which are attributable to these funds.

CHART 2 We have concentrated services provided with Title I funds mainly on reading and mathematics skills. In fact, 92 percent of our current Title I funds is being spent on teaching and reinforcing basic skills; the remaining 8 percent is being spent for administration. Of the expenditure for basic skills, 54.2 percent is spent on reading; 27.5 percent is spent on mathematics; and 10.3 percent is spent on services such as health care, counselors, parent advisors, and psychologists which support the teaching of these basic skills.

CHART 3 It is also interesting to note that Title I services are concentrated on younger pupils. The largest numbers served are 2,301 pre-school children and 9,926 elementary pupils. Only 1,558 pupils enrolled in our secondary schools are currently recipients of Title I services.

This concentration of funds has been highly effective, as evidenced by the results in achievement which program pupils have showed during the past few years. It is in the achievement of our poor pupils that the success of our Title I funds is mainly shown.

For nearly 1,800 pre-school youngsters from disadvantaged families, we have the Child Development Project, located in 46 centers. Studies have shown that this project has significantly raised the school achievement and social competency of children. The Child Development experience is supplemented by a kindergarten follow-up program.

CHART 4 The percentage of children in Title I schools exhibiting average or above readiness for the first grade has steadily increased from 61 percent in 1968 to 87 percent this year. The national average is 68 percent.

Participants in our Child Development Project have had higher attendance records up to four years later following participation in the project when compared with children without Child Development experiences.

Our Pre-Primary Project, for children aged 5 to 7 years, who are emotionally, socially, and intellectually immature, last year resulted in 43 percent of the participants developing the social and learning readiness to return to their regular elementary classrooms rather than being enrolled in special education classes.

A follow-up survey of Pre-Primary participants who were referred to regular classes over a four and one-half year period reveals that 67 percent were still enrolled in regular classrooms.

CHART 5 Looking at the effect of Title I reading programs in grades 2 and 3, where we concentrate our efforts and money, we find that the program pupils in these grades made greater gains than those who were not enrolled in the programs.

We find similar results if we consider mathematics achievement among third, fourth, and fifth graders. Once again, project participants' gains were greater than those made by non-project pupils.

Generally, we have shown gains for Title I participants of at least one year's growth in reading and math for each month of participation in a program.

CHART 6 Even though we have concentrated our Title I funds on reading and mathematics for younger-aged children, there are many children whom we are unable to serve; many of these pupils are at the upper grade levels. It is estimated that we presently have 28,000 pupils who are behind in basic skills and who qualify for Title I services; but we will be able to serve only 13,875 of these this year. To serve the remaining pupils would require an additional $11,000,000 over and above what we estimate we shall receive this year.

Although increased amounts of money must first be provided to serve all of the pupils who qualify in Title I schools, it is not a solution to the over-all problem of giving assistance to poor children no matter in which school area they reside. A difficult situation exists when a school system is forced by federally-established guidelines to discriminate against children who are, in every way, qualified for Title I services, except for the fact that they happen to live in a school area where the concentration of poverty is not great. The children I am referring to are children from low-income families and are educationally disadvantaged. For example, two children living in Cleveland from low-income families who are educationally disadvantaged should be entitled to Title I services. If one child happened to live in a school area where there was not a high concentration of poverty, he would not receive Title I services. If the other child with similar circumstances lived in a school area with great poverty, he would receive Title I services.

This paradox of being forced to discriminate against children is not true in feeding children of the poor, as required by court order. Presently, the Cleveland Public Schools are under court order to feed every child who qualifies for a free school lunch regardless of the school area in which he resides. If there is one child who is from a low-income home, who attends a school in a high income area, the school must maintain facilities to provide that child with a free lunch. The court is requiring the school system to feed, without discrimination, all children whose families meet the eligibility criteria of poverty.

The school system does not wish to discriminate against children who need either food or assistance in reading, but is forced to do so because of federally-established guidelines and inadequate funding.

CHART 7 Other categorical federal funds have enabled us to maintain a high level of successful service to the children of Cleveland in other ways.

In 1964, there was not a single library in Cleveland's elementary sch[illegible] Today every one of our elementary schools has a library. ESEA Tit[illegible] I has been instrumental in our efforts to stock these libraries with up-to-date quality materials.

In a large metropolitan area such as Cleveland, adult education is a critical need. Along with our Adult Day High School, one of the few facilities of its type in the country, we offer adult classes in 57 locations throughout the city. A total of 3,510 adults were enrolled in adult basic education classes last year largely through funds provided under the Adult Basic Education Act.

Another area of special concern to us in Cleveland is nutrition. A hungry child does not learn as well as a well-fed child.

Each morning breakfast is served to nearly 25,000 elementary children mainly through funds made available to us through the Child Nutrition Act.

This past spring we served hot lunches in 84 elementary and 44 secondary and special schools participating in the National School Lunch Program. Each school day an average of 31,987 elementary children were served lunch, approximately 25,300 of these were served free to needy children. In the secondary schools, an average of 16,719 lunches were served daily last year under the National School Lunch Program; of these 11,586 were free. This week the number of elementary schools serving hot lunches has increased from 84 to 97.

In a large metropolitan area such as Cleveland, technical-vocational education is a critical need. In 1964, our system offered 52 classes in vocational education. This year, in two exclusively vocational high schools, in two manpower training facilities, and in all 15 comprehensive high schools, we are offering 409 vocational classes.

Another area of continuing and increasing importance is our manpower program. The federally-funded Manpower Training Center offers a job training program for disadvantaged, unemployed, and underemployed men and women in a five county area. More than 9,000 adults have been served since the center opened in 1965.

The Cleveland Public Schools offer vocational programs to handicapped students, including the educably mentally retarded and the deaf and crippled, in such areas as baking, shoe repair, and power sewing. These projects serve 666 handicapped pupils.

Education of the handicapped is especially important to us in Cleveland. We have a new school for the deaf. We have a special school for the physically handicapped, and special classes for the blind and partially sighted are offered throughout the system.

Over the past seven years, the Job Development Program of the Cleveland Public Schools has placed in jobs an average of 95 percent of those inner-city high school graduates desiring work. This average has been maintained in recent years in spite of the difficult economic times.

The Cleveland Public Schools have been very effective in manpower endeavors. Our cumulative job training and job placement record speaks for itself.

The Cleveland Public Schools' School Neighborhood Youth Corps (SNYC) has been cited as one of the nation's finest. We have been involved in this program, funded by the U. S. Department of Labor, since 1965.

SNYC is a practical work experience for in-school youth 14-21 years of age from low-income families. The program is designed to provide employment so that youth can earn money while they remain in school. The SNYC program encourages young people to finish high school, to develop work habits and to consider post-high school training or college.

CHART 8 During the first year of the program we served nearly 800 needy youngsters. In 1972 we served 12,457 disadvantaged young people, although this number dropped to 3,966 during 1973.

In 1965, this program was strictly a job program. Beginning in 1966 students began to spend part of their assignment in academic work; this focus increased to the point where this summer 42 percent of the participants spent part of their time in academic work.

The Cleveland Public Schools have received additional support for the educational component of its SNYC program. The Department of Vocational Education of the State of Ohio has supplied grants totaling $566,000 for vocational training in conjunction with SNYC summer work experience. $200,000 was made available to the Cleveland Public Schools for this purpose in the summer of 1973. Such programs as Horticulture, Printing, Building Maintenance, Appliance Repair, Woodwork, and Auto Repair provided the youth with high school credit together with appropriate job training.

Another SNYC educational component was the "Go To College" program. This program, now in its fourth year, is designed to assist young people in having a worthwhile experience on a college campus and earn college credits while still enrolled in high school. During the past four years, foundations have contributed $63,000 to the "Go To College" program. In the summer of 1973, a foundation grant of $23,000 provided the cost of tuition, books, and program coordination.

Despite our successes with this program through the years, a dispute has arisen regarding its sponsorship.

The progress of the Schools' Neighborhood Youth Corps was seriously threatened in 1972 when the Department of Labor approved a transfer of this successful program from the prime sponsorship of the Cleveland Board of Education to the City of Cleveland. In 1972, a compromise was reached with the City of Cleveland and the total management and fiscal responsibility for the program were subcontracted to the Cleveland Public Schools. In 1973, however, a compromise could not be reached. In 1973 negotiations began in March on the subject of the management of the 1973 summer program between the City of

Cleveland and the Board of Education. The Cleveland City Council passed legislation which subcontracted a substantial part of the program to the Cleveland Public Schools. However, this legislation was vetoed by the Mayor. Seven days after the summer program started at the end of June, the Mayor granted 2,218 job slots for youth to the Cleveland Public Schools. Later in the summer, the Mayor granted an additional 1,748 job slots to the Cleveland Public Schools. Thus, the Cleveland Public Schools had, under a subcontract from the city, the management and fiscal control of 3,966 job slots. Of these, almost one-half participated in vocational training associated with their work experience.

Attached to this testimony are several editorials and news articles which appeared recently in the two major newspapers in Cleveland. These articles review the city's role in the SNYC program. The following quote from an editorial of the "Cleveland Plain Dealer" of Sunday, September 2, 1973 assesses the city's role in SNYC:

> "The result has been unfortunate. The operation by the city has been far from smooth, and many needy youths have had to wait a long time to get paid. For many of the boy and girl teenagers, their summer employment was their first actual participation in the wage - earning process. It is too bad that their initial venture was disillusioning. Maybe next year, if there is a summer youth job program (and we hope there is because the idea is sound), the school board will be given full charge again to do the job for which it is equipped..."

We are also discouraged with the exclusion of the Cleveland Public Schools from funding under the Emergency School Aid Act.

As early as March 23, 1973, we submitted a number of documents, most of which were policies adopted by the Cleveland Board of Education, which we believed represented a plan for the "reduction of minority group isolation," as requested by ESAA guidelines. No definitive statement of what constitutes a desegregation plan to reduce racial isolation appeared in the guidelines nor has the Office of Civil Rights informed us of their criteria for determining eligibility.

When the Regional Office of Civil Rights had not responded by April 6, 1973, we called the Regional Office of Civil Rights and were advised to proceed since they saw no reason which would make Cleveland Public Schools ineligible. On the basis of this advice, our staff in cooperation with the District-Wide Advisory Committee, proceeded to develop proposals. These proposals were revised, refined, rewritten, and resubmitted numerous times by staff members at the direction and guidance of both the Ohio Office of Education and the Regional Office of Civil Rights.

On May 8, 1973 we were advised that a review of Cleveland's proposal had been made and the additional information needed was relative to the selection of a particular school site. During the following week there was daily consultation with the Cleveland Office of Civil Rights and documentation regarding the school site was submitted to the Cleveland and Chicago offices.

On May 25, 1973 we were advised that a meeting had been scheduled with the Regional Office of Civil Rights staff in Chicago on Tuesday, May 29, 1973 for Cleveland personnel.

On May 29, 1973, after a conference of approximately three hours it was determined that Cleveland could become eligible only if a written statement was made to the effect that the selection of a particular junior high school site prevented a near-by senior high school from becoming a racially isolated school.

It is important to note that after hearing our explanation to the effect that the junior high school in question was placed on a site that would insure optimum integration, we were told by the Civil Rights Office staff that it was unfortunate that this legislation tended to penalize such an effort. In short, if this school had opened segregated and we had, through some procedure, desegregated it eligibility would have been forthcoming.

While we appreciate their apologies and expressions of sympathy, we were appalled to know that a school district's policy and a plan to effectively insure integration would be used against it in securing funding under this legislation. We are confused further by all of this in view of the fact that the Cleveland proposals were described by the Office of Education as "exemplary." Our proposals would have provided both strong educational components as well as a further reduction in racial isolation in the Cleveland schools.

It is an additional discouragement for personnel in the Cleveland Public Schools to know that other urban school districts were given special considerations for determining eligibility when it was reported that their proposals did not meet the Emergency School Aid Act regulations and guidelines.

It appears that the complexity and contradictions of the legislation and guidelines of ESAA excluded rather than included districts who had evidenced a strong commitment to reduce racial isolation and improve quality education.

The funds provided up to now through federal legislation for education have given us great hope. The help which they have provided has shown that such resources can have a significant impact on the problems schools face. At this critical time in our history when federally-funded programs are revealing progress, it is essential that we take a firm position for continued support of education.

As a superintendent I have to be pragmatic. I have to be for the things that work best for our children. In Cleveland, both ESEA Title I and other federally-funded programs have been most effective in delivering the kinds of categorical money that cannot be dissipated and cannot be used elsewhere.

I am comfortable with the Elementary and Secondary Education Act and other existing legislation relative to education and the way it is administered. We have experienced a good relationshop with our Ohio Department of Education and have found them to be helpful. I must say that we would like to see more federal dollars earmarked for our pupils mainly for two reasons. First, we are currently unable to serve all pupils who are eligible for various programs; as a result, I would recommend full funding for the various federal categorical programs. Secondly, our educational dollar will not buy as much as it did last year and the year before because of inflation; as a result, increased funding is necessary just to maintain past services; however, can we be satisfied with merely the maintenance of last year's level of programs as long as more than half of the children from the poor are still denied the special benefits under the Elementary and Secondary Education Act?

I urge your serious consideration and strong support in extending federal legislation which provides a direct delivery system to the special educational needs of pupils. Present categorical funding represents just that, and I recommend its continuation.

Education is the cure to urban ills. Without financial assistance from the federal government, education in America would be in serious trouble.

CHART 1.

NUMBERS OF SCHOOL-AGE CHILDREN ON PUBLIC ASSISTANCE
CITY OF CLEVELAND

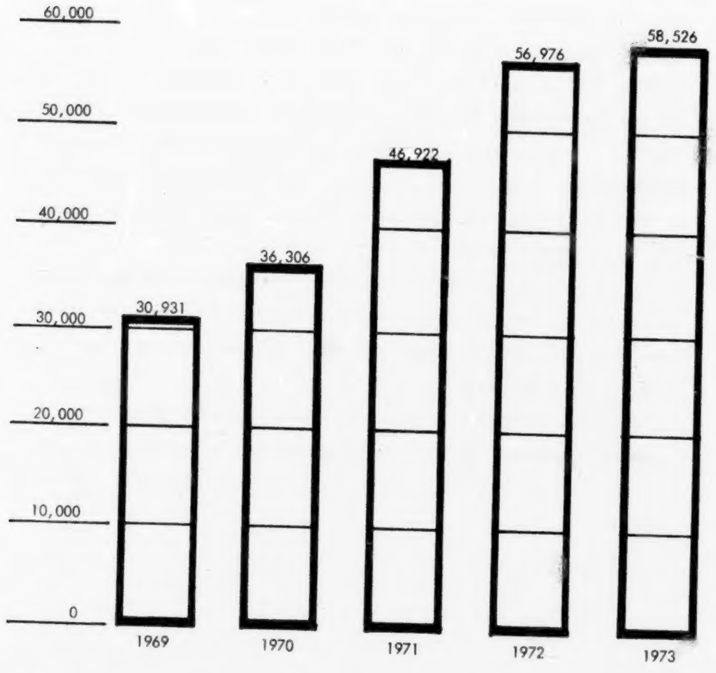


CHART 2.

EXPENDITURE OF ESEA TITLE I FUNDS BY PROGRAM PURPOSE

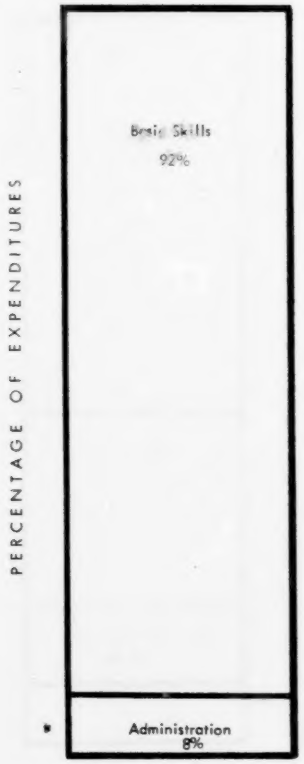


CHART 2 (Overlay)

EXPENDITURE OF ESEA TITLE I FUNDS
BY PROGRAM PURPOSE

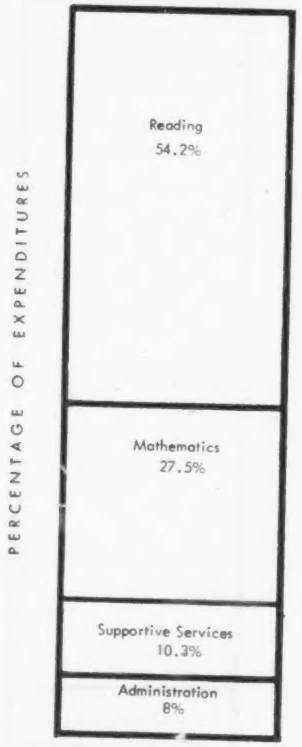


CHART 3.

NUMBERS OF PUPILS SERVED WITH ESEA TITLE I FUNDS
BY SCHOOL LEVELS

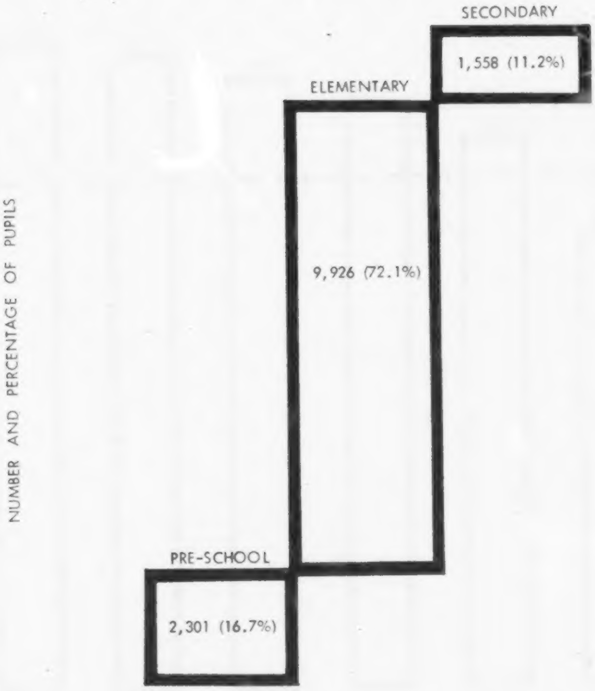


CHART 4.

IMPACT OF TITLE I EARLY CHILDHOOD PROGRAM

ON READINESS FOR GRADE 1

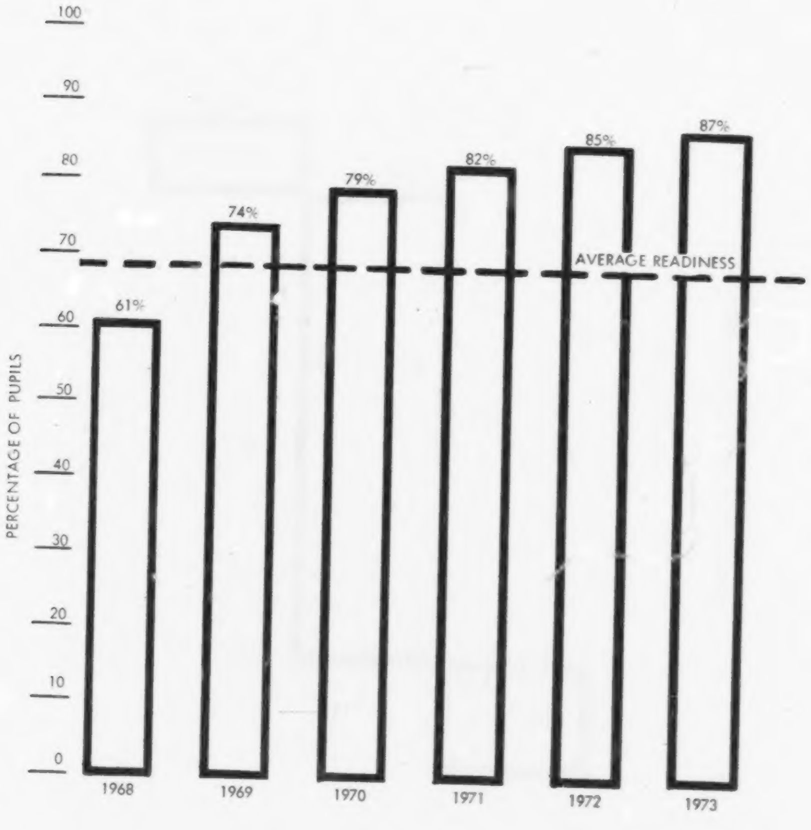


CHART 5.

EFFECT OF TITLE 1 PROGRAMS ON GROWTH IN ACHIEVEMENT

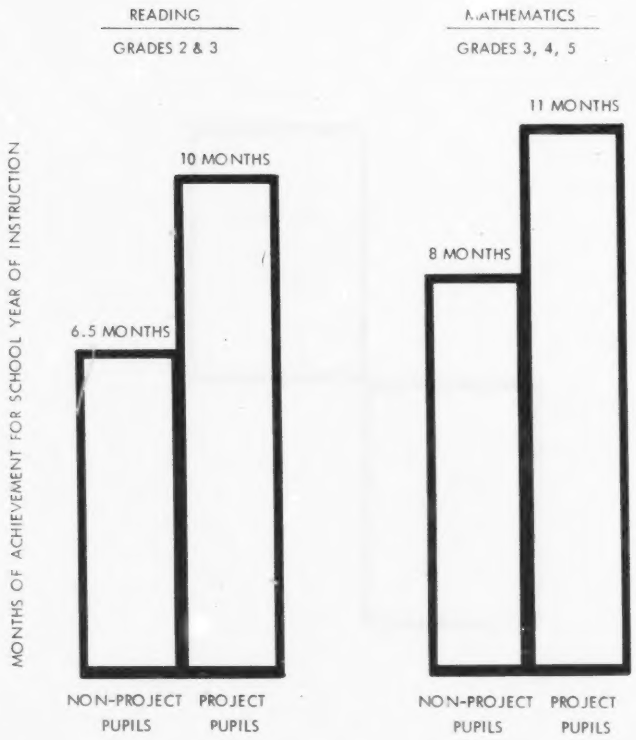


CHART 6.

NUMBERS OF ELIGIBLE TITLE 1 PUPILS SERVED & NOT SERVED

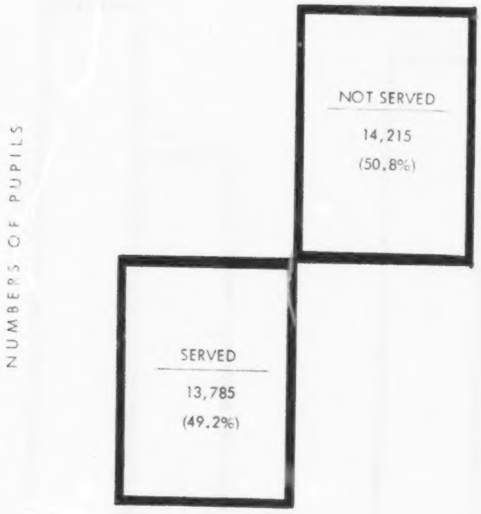


CHART 7.

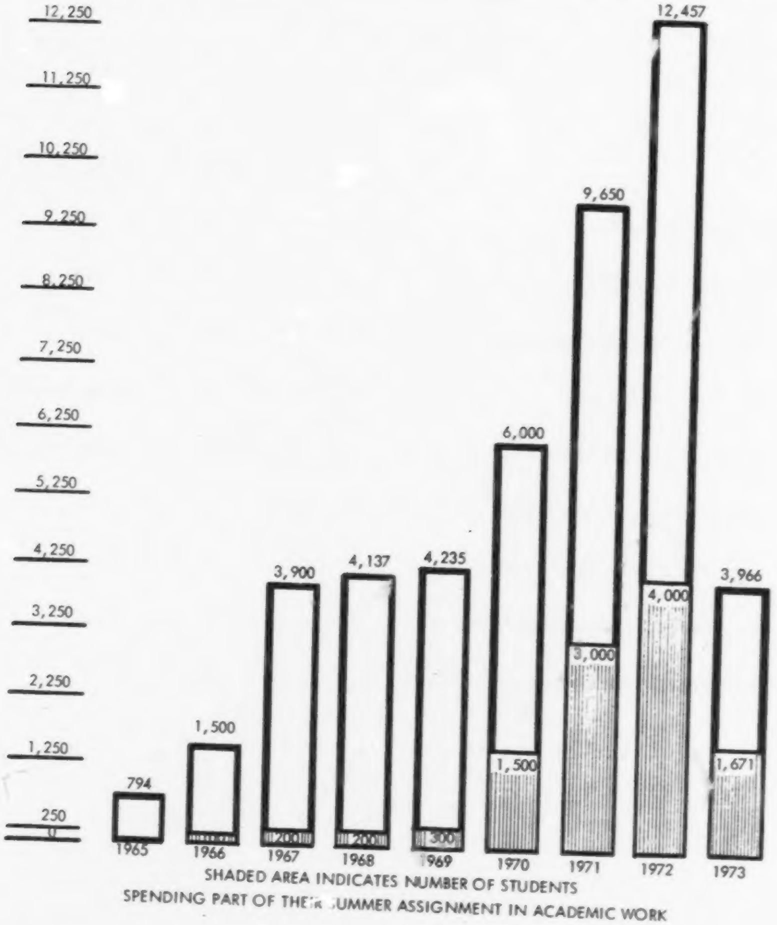
IMPACT OF FEDERAL FUNDS
CLEVELAND PUBLIC SCHOOLS
1964 - 1973

	1964	1973
READING SPECIALISTS	0	109
ELEMENTARY LIBRARIES	0	135
ADULTS IN ADULT BASIC EDUCATION	0	3,510
PUPILS EATING BREAKFAST	0	25,000 Daily
PUPILS IN FEDERAL LUNCH PROGRAM	1,900	48,000 Daily
VOCATIONAL EDUCATION CLASSES	52	409
PARTICIPANTS IN MANPOWER TRAINING	0	1,373
HANDICAPPED IN VOCATIONAL PROGRAMS	0	666
JOB PLACEMENT FOR INNER-CITY GRADUATES	25%	95%

CHART 8.

SCHOOLS NEIGHBORHOOD YOUTH CORPS

DIVISION OF TIME BETWEEN SCHOOL AND WORK ASSIGNMENTS



SHADED AREA INDICATES NUMBER OF STUDENTS
SPENDING PART OF THEIR SUMMER ASSIGNMENT IN ACADEMIC WORK

GIVE LIGHT AND THE PEOPLE WILL FIND THEIR OWN WAY

The Cleveland Press

A Scripps-Howard Newspaper

THOMAS L. BOARDMAN, Editor ROBERT H. HARTMANN, Business Manager

OHIO'S LARGEST EVENING NEWSPAPER

Tuesday, September 4, 1973 PAGE A 8

Snafu in summer jobs

Several weeks ago this newspaper took an in-depth look at the city's summer job program for youngsters and pronounced the program, on balance, a success.

In terms of providing jobs, it was.

But it also is obvious that the city never did manage to come up with an efficient method of paying the boys and girls — and paying them on time.

There were frequent demonstrations by young workers who hadn't gotten their checks and were given a runaround about when they would be paid. The ruckus at the Convention Center a few days ago, during which $3000 in checks were stolen, was the worst of many incidents.

City Budget Director Vincent Campanella has defended the slow-pay operation by saying some youths had gotten on both payrolls and therefore a careful, time-consuming check had to be made. The trouble sounds worse than that, though.

If that were the whole problem, it shouldn't have taken the entire summer to straighten out.

It seems apparent that the city took more time arguing about who would have the control of the program than it did in setting up procedures to see that the operation would run smoothly.

"If I had it to do over again, I'd do it the same way," Campanella has said. We hope not. The payroll part of the summer jobs program has been fouled up from the start. The city should have learned something from this mess so the same mistakes will not be repeated next year.

THE PLAIN DEALER
OHIO'S LARGEST NEWSPAPER

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Publisher and Editor

ROY O. KOPP
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THOMAS R. GUTHRIE
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Page 6—AA Cleveland, Ohio Sunday, September 2, 1973

City fails on jobs

The trouble that a number of young workers had collecting their paychecks under the summer jobs program run by the city is one more piece of evidence that the mayor's office was not prepared to handle the project.

In previous years the Cleveland Board of Education ran the program, payroll and all. This year the city grudgingly allowed the school board to operate a portion of the program but retained the major share of job placements under federally-funded guidelines.

The result has been unfortunate. The operation by the city has been far from smooth, and many needy youths have had to wait a long time to get paid.

For many of the boy and girl teenagers, their summer employment was their first actual participation in the wage-earning process. It is too bad that their initial venture was disillusioning. Maybe next year, if there is a summer youth job program (and we hope there is because the idea is sound), the school board will be given full charge again to do the job for which it is equipped, and City Hall will do what it did in other years — just check out the final results.

THE CLEVELAND PLAIN DEALER, August 8, 1973

Plain Dealer 8-8-73

Get Serious on Summer Jobs

As of last weekend there were 500 unfilled jobs in one section of this community's summer job program for youth. They were unfilled because federal money got to the school board late and this particular batch of jobs was underpublicized.

In view of the high unemployment rate among inner-city adolescents, this problem, resulting from federal fiscal tardiness, is probably the most serious of several which have resulted from planning and management of this year's summer jobs program.

Other difficulties, as outlined in a Plain Dealer series, have included idleness, undermotivation, red tape in the application process and late paychecks.

With its previous experience—and with half as many job slots to fill—the school board seems to have been more successful than the city administration in providing useful experiences for young people. But the whole program has been under a cloud here as a result of the prolonged conflict over who would run it and of massive confusion over federal regulations.

Next year the city and the school board must not wait until May or June to conduct their political squabble over who will contract to spend the federal job money. Next year priority must be placed on the young people, not on pride or politics. If the city administration is going to demand control again, it must show a willingness to learn how to do the job.

The planning will have to start early and there must be cooperation all around.

The Plain Dealer Tuesday August 7, 1973

Youths Prefer Jobs Run by Schools

By Lynn A. Yoxtheimer and Katherine L. Hatton

The Plain Dealer/Karl J. Rauschkolb

PEP workers Gwendolyn Winston, 17, and Donnie Prater, 14, give an art lesson to Marquita Long, 2, at the Mount Pleasant Youth Action Council Center.

What has been the effect of turning over control of most summer jobs programs for disadvantaged youth to the city of Cleveland?

"They're messing things up," said Jane Miles, employed by the city's program as a receptionist for Nationalities Service Center, 1001 Huron Road S.E.

"The jobs program should have been left to the school board — it was better that way," said Miss Miles, 19, daughter of Mr. and Mrs. John Miles, 5613 Whittier Avenue N.E. She was employed under the board's program for three summers.

For the first time in nine years, the city, rather than the Cleveland Board of Education, is controlling the bulk of the summer job programs. The board is operating only a part of the federally funded programs.

For eight years, the school board operated the Schools Neighborhood Youth Corp (SNYC). This summer it was replaced by two youth Public Employment Programs (PEP) and two Summer Neighborhood Youth Corps (SNYC). All of the enrollees are from low-income families.

One of a Series

The city employs about 5,000 youths in its $1.1-million PEP and about 2,500 students in its $1.3-million SNYC.

The school board operates its $700,000 PEP for about 2,200 youths and its $750,000 SNYC for about 1,500 students.

At six job sites chosen from a list of 23 sites supplied to The Plain Dealer by the city PEP office, participants expressed dissatisfaction with the program. Of the 20 youths interviewed, 10 had worked for the school board's SNYC at least one summer. Each of the 10 said they preferred the board's program over the city's.

City PEP workers complained most about receiving pay checks late, being underpaid or not being paid at all.

Evelyn Williams has been tutoring children in math and doing clerical work for five weeks at the Mount Pleasant Youth Action Council center, 12806 Union Avenue S.E., and said she has not yet been paid. She was told her checks could not be located.

Miss Williams, 18, daughter of Mr. and Mrs. William Shockley, 3307 E. 108th Street, worked for the board's SNYC for three summers before being hired by city PEP this year.

"At least with SNYC I got my checks on time," she said. Miss Williams said she needs to save $500 to attend Akron University this fall, where she wants to pursue a business degree.

Miss Williams was not the only worker without a check on payday. Fewer than 5,000 of the city's 7,200 employes were paid on July 13, Michael S. Pap, director of the city's Human Resources and Economic Development Department said last month.

However, there are only 5,000 employes in the city's PEP and Pap's 7,200 figure was probably the number of applicants, said Albert K. Oberst, programs and operations director for the department.

A PEP spokesman estimated that 30% of the youths were not paid on July 13.

On the second payday, July 27, city officials estimated tha 1,500 out of 5,000 PEP employes were not paid.

Jacqueline Knuckles did not receive her first check and was told to go to the Convention Center to pick it up. She waited nearly eight hours at the center before she finally received her money.

Miss Knuckles, 18, daughter of Mrs. Daisy Knuckles, 10806 Bryant Avenue N.E., worked for SNYC for three years. This summer she is a PEP team leader at the American Red Cross, 1227 Prospect Avenue S.E.

Miss Knuckles said her paychecks were sent to the wrong job site after she was forced to change jobs because her supervisor did not want a female team leader.

"When I went back to the Convention Center to get a new assignment, I told them to make sure they got the records straight so my pay wouldn't be messed up," Miss Knuckles said.

Her checks still went to her first job site.

A PEP team leader in the payroll office asked not to be mentioned by name in print for fear she would get calls at home from irate mothers and fathers blaming paycheck problems on her.

One of the girls under her, Loretta Grassy, said they "get thousands of complaints about paychecks." Miss Grassy, 15, daughter of Mrs. Bela J. Grassy, 12202 Forest Avenue S.E., works at the City Hall data processing center.

She said problems were caused by mailing checks instead of personally delivering them as was done in the past by SNYC.

Mayor Ralph J. Perk said earlier that he wanted the checks mailed to verify the address given by the workers. PEP participants must live in neighborhoods with high unemployment.

Despite payroll problems.

She was told her applicator all youth hired at the data center.

Brenda Phillips, 15, daughter of Mrs. Virginia Phillips, 2406 Unwin Road S.E., is supposed to be doing filing and adding machine work. However, she said she sat for a week without being given anything to do.

She describes her job as boring.

"You know, I get really tired just sitting here without anything to do," she said. Miss Philipps was working a crossword puzzle when approached by a reporter.

Her supervisor, Paulette Fuller, explained there is not enough work for Miss Phillips and the other seven girls and two boys. Miss Fuller, 20, daughter of Mrs. Rosa Fuller, 10306 Empire Avenue N.E., is a sophomore at Kent State University and worked under SNYC five summers.

"In SNYC we were working all the time," she said. "Once in a blue moon they do some work here."

These times are apparently what the workers are kept there for, according to a data processing administrator working with the summer program, who asked that her name not be used.

She said her supervisor asked for 14 or 15 girls without seeing if they were needed in the data center.

"The girls are very unhappy and very bored," the administrator said. "But we can't get rid of them because every once in a while I really need them, and then I work them to death."

At the June U.S. Conference of Mayors in San Francisco, Perk said that under the school board's summer program, teen-agers were being paid for doing nothing. He vowed that if the youths did not work under the city's program, they would be fired.

"We've been trying to educate these kids in the work ethic, and we work hard at this for nine months a year, and then they get into a summer youth program where they don't do anything and get paid for it," Perk said at the mayor's conference.

None of the 20 PEP workers with previous summer program jobs that were interviewed at the six randomly selected locations said they were working any harder this summer than they did on SNYC jobs.

Some said it was easier to get a job under PEP and others said it was more difficult to meet the requirements. But for the majority it was a mass of red tape to get into the city's programs.

Maria Kazanowski said she tried for a week to get on PEP. "They just gave me the runaround," she said.

She was told her application form was the wrong color and was sent to the Public Utilities Building to fill out another, she said.

From there she was sent to the Convention Center, where she filled out another application. A few days later, she said, she got a phone call asking her to come to the Convention Center and fill out another application.

Miss Kazanowski, 20, daughter of Mr. and Mrs. Wladyslaw Kazanowski, 2307 W. 23d Place, does secretarial work in the city's public properties department. She worked under SNYC three summers.

She was also dissatisfied with the help and information given her by team leaders and monitors.

GIVE LIGHT AND THE PEOPLE WILL FIND THEIR OWN WAY

The Cleveland Press
A Scripps-Howard Newspaper
THOMAS L. BOARDMAN, Editor ROBERT H. HARTMANN, Business Manager
OHIO'S LARGEST EVENING NEWSPAPER
Tuesday, June 12, 1973 4* PAGE A 6

Disgrace at City Hall

Whatever else may happen to them, the thousands of Cleveland young people seeking summer jobs are getting a disillusioning lesson in the working of local government.

The impasse over who will control the purse strings in a federally funded summer job program is the result of a series of ridiculous and petty shenanigans on the part of the involved adults.

It is unconscionable that the youth job program, of all things, has become the issue for a test of strength between Mayor Perk and the Council majority, led by Council President George Forbes.

The citizens of Cleveland should find this kind of hassle intolerable — and they ought to say so, loud and clear, to both Perk and Forbes.

We are disgusted by the game of brinkmanship both sides are playing, each threatening that the other will be to blame if some $2.6 million in federal funds is lost because the combatants are too stubborn to compromise. To let that money slip away would be unforgivable — and both sides would be to blame.

A shameful lack of candor has been displayed in "negotiations" to date. The mayor has said, for example, that he was willing to have the summer job program run by the School Board, which successfully operated a somewhat similar federally funded program for the past seven years. The mayor has insisted that federal guidelines require the city to hold and disburse the money.

Yet while these talks were going on, the city was using other federal funds it controls to hire 100 supervisors and put them through a training course the city subcontracted with John Carroll University. No wonder the school people, who have their staff all set to go, say the city was "negotiating" in bad faith.

The mayor's claim that he must handle the money is disputed by agreements between city halls and school systems elsewhere. Dayton, for example, has subcontracted its program to its school system on exactly the plan Forbes has proposed for Cleveland.

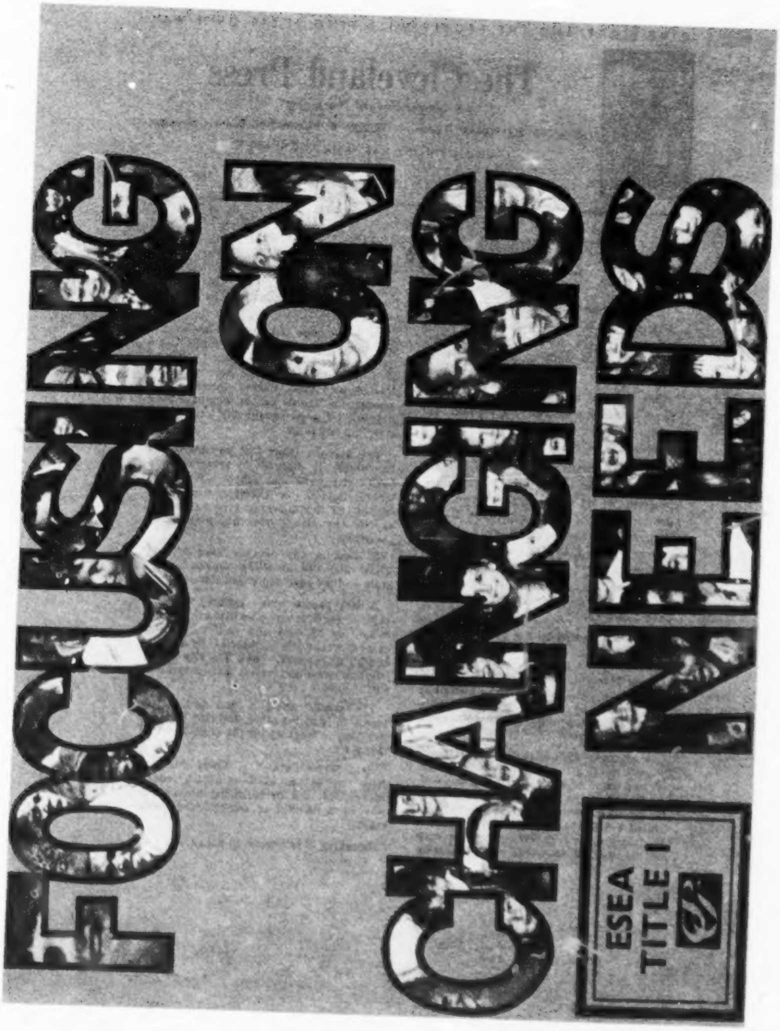
In Detroit, city officials have not only asked that the school system run the program — they have demanded this set-up.

School people have said they would accept a compromise plan that calls for the money to be held and paid out, with a careful accounting to the city, by a major and highly reputable bank. The city administration shouldn't reject that compromise out of hand.

The saddest thing is that neither side seems to trust the other, and that both forget they're working for the same bunch of taxpayers.

Said Mayor Perk, ". . . Those of us who have worked so hard to obtain federal money will not be bulldozed into a giveaway by a handful of self-centered politicians."

Speaking of self-centered politicians . . .


The Cleveland Press
FOCUSING ON CHANGING NEEDS
ESEA TITLE I

FOCUSING ON CHANGING NEEDS

Today's urban school enrolls increasing numbers of children and youth with a greater variety of backgrounds, interests, abilities, personality strengths and disabilities than at any time in educational history. Thus the relevant school program for the decade of the seventies must seek solutions to the basic problems of people – problems of hunger, of unemployment and unemployability, of blunted hopes and aspirations, of frustration.

In practically every area of the Cleveland Public Schools' curriculum innovative projects are now underway to meet these changing needs. But these efforts are not enough to sustain appropriate educational opportunities for the citizens of a major urban center. They must be augmented and supported by programs that help overcome the debilitating effects of poverty and conditions related to it.

Compensatory education services must bridge the gap that has kept American schools and many thousands of American children in a state of mutual unreadiness. With funds provided by the Federal Government, Cleveland has established one of the nation's most effective and most clearly focused programs of compensatory education.

The following pages illustrate this program, which consists of ten projects serving altogether in excess of 21,500 students, in ninety-five schools, with concentrations of service in the schools with the greatest intensity of poor children. These projects serve students from pre-kindergarten to secondary school. Some meet several needs while others emphasize one specific need. As might be expected, the major emphasis in these projects is upon learning needs in such areas as reading and mathematics.

Through such Federal programs the schools are becoming the doors of opportunity for the underprivileged, undereducated and undermotivated.

Paul W. Briggs
Superintendent
Cleveland Public Schools

ESEA Title I
THE CRITERIA

The Elementary and Secondary Education Act enacted in 1965 represents the most significant legislation concerning education which has been passed in recent years. The first section of this Act, referred to as ESEA Title I, authorizes funds to expand and improve elementary and secondary programs for educationally disadvantaged children residing in low income areas.

The Cleveland Public School System has identified the high priority needs of its pupils and has focused the additional educational resources of this act on these needs.

A child who participates in an ESEA Title I project must meet at least two main criteria: first, he must reside in a low income area of the school district; and secondly, he must be in need of special educational assistance to perform at the grade level for his age.

Cleveland's educational services provided with ESEA Title I funds are directed toward such educationally disadvantaged pupils on a daily basis as part of their regular school day.

John P. Nairus
Educational Program Manager

INVOLVEMENT

"You are a child of the universe, no less than the trees and the stars; you have a right to be here."

Found in Old Saint Paul's Church, Baltimore; dated 1692

FOCUSING ON FIRST TIME NEEDS

ESEA
TITLE I

Pre-Primary Project

* Child Development Project

PRE-PRIMARY PROJECT

Recognizing that each child has the "right to learn", the Title I Pre-Primary Project is designed to enable each immature kindergarten-aged pupil to learn at a level comfortable for him. This project reaches a child who is emotionally, socially and intellectually immature, at a time when he is trying to find his place, and when much can still be done to develop his potential. Participants in this project are identified through a kindergarten testing program. Classes are made up of a maximum of 10 children. Each day's activities, from taking off his coat in the morning to passing out the lunch trays, at noon, is related to one of the child's areas of need:

Social Competency Skills—are developed on the phone with Grandma, or pouring the tea

Perceptual Motor Skills—(from gross motor to fine form perception)—are sharpened during dance time, or walking the balance board.

Communication Skills—become natural and comfortable over the breakfast table, or on a visit to the zoo.

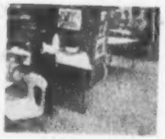
Cognitive Skills—are being strengthened over a noisy game board or in a quiet listening corner.

Each Pre-Primary Project class has a multi-discipline diagnostic and treatment supportive team whose findings and prescriptions are implemented by an experienced teacher, a teacher aide, an Education Rhythmics Specialist and a Music Specialist.

Parents, also get reinforcement from the project, through behavior modification sessions, capable consultants and utilization of the multi-discipline staff. Through the Project they learn how to strengthen their own and their child's confidence and understanding of his own personal worth, before the child reaches first grade.

"I discovered it!"

ESEA
TITLE I



CHILD DEVELOPMENT PROJECT

For some pre-schoolers, the normally rapid changes that accompany early growth and development are complicated by limited experiences. To recognize and help them and their families cope with these problems Title I funds in Cleveland are being used for the Child Development Project, designed for early intervention into the lives of young children and their families at a time when children are most malleable.

For 4 half-days each week classes of 20 4-year-olds romp through a myriad of educational experiences, carefully designed to provide for all their needs. They learn through play to see themselves as individuals whose thoughts and actions are important. . .to communicate with others and see them as "special", too. . .to develop their "whole person" through small triumphs that nourish self-confidence. One day a week is set aside for staff development, home visits, and parent workshops and meetings.

Learning Centers circle each classroom encouraging the child to move at his own pace choosing tasks that interest him. He may master the intricacies of a listening center, contemplate the growth of a potato plant, or discover a positive reflection of self. . . read, weigh, measure, compare and contrast, sort things out and put them together. His experiences are limited only by his own imagination and the energy of the Child Development team. The team includes, in addition to his teacher and teacher's aide, social worker, psychologist, doctor, dentist, speech therapist, and student, parent or community volunteer.

Each of the 47 centers that serve Cleveland's 2000 pre-schoolers offers its own touch:

A Toy Library where parents can borrow materials to use with their children at home

High school co-op students

Male college tutors

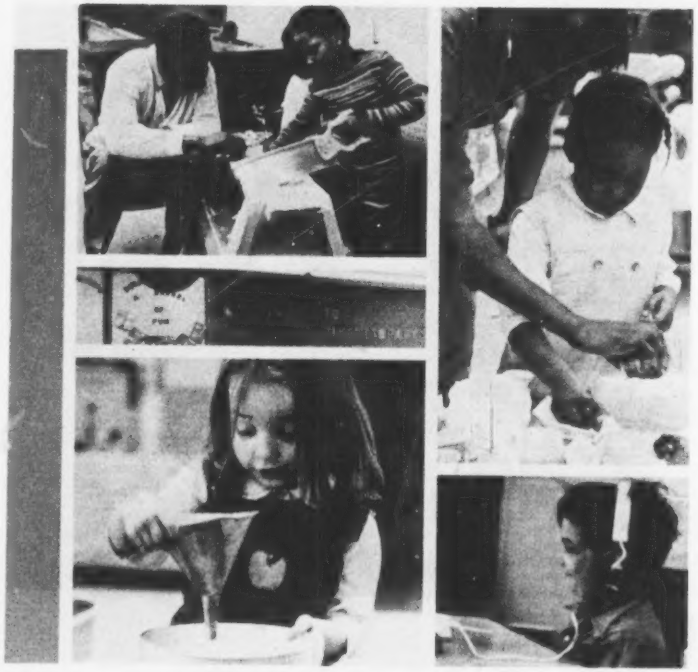
Parent volunteers

At the core of the project is a partnership that creates a oneness of purpose between family, community and school today, and leaves its mark on each child's tomorrow.

[redacted]

"Each classroom, a learning laboratory . . . each living room, a classroom."

ESEA
TITLE I



"THE CHILDHOOD SHOWS THE MAN,
AS MORNING SHOWS THE DAY."
JOHN MILTON

FOCUSING ON ACADEMIC NEEDS

ESEA
TITLE I

Three separate facets of the Title I reading project are currently operating in the Cleveland Public schools. One works with the children in their own school. The other 2 operate in separate facilities to which the children are transported.

Reading Instruction Project

- Talking Typewriter
- Diagnostic Reading Center
- Reading Improvement

Mathematics Skills Improvement Project

English as a Second Language Project

TALKING TYPEWRITER

Since the ability to read is basic to each child's learning success, school systems and educators are constantly seeking new ways to improve it. In Cleveland, Title I funds have helped develop and implement the Talking Typewriter. . .a typing booth that gives 4th grade students with reading problems their own personal classroom and teacher. Linking symbols of our changing world – the computer and multi-sensory media – the Talking Typewriter booth allows the child to see, hear, record and type . . .words, sentences and paragraphs, with the flick of a switch, a touch of a key. He literally "talks" to the typewriter, and it talks back, – letting him know when he has been successful and can go on – or when he should retrace his steps.

In the 4 years the project has been in operation 535 pupils in 22 classes have participated in it annually. Because the Center is in the downtown located Supplementary Educational Center, children selected for the program are transported there with their teacher by mini-bus for 2–hour daily sessions for 6 week periods.

Initially they are introduced to the typewriter, spending 15 to 20 minutes in the enclosed booth learning to talk with it through lessons designed especially for them by their teacher and the reading specialists.

The balance of the child's daily session is spent working with his teacher and educational aide and tutor, reinforcing some of the concepts introduced in the booth and in individual and small group work with the reading consultants, expanding and strengthening vocabulary and comprehension skills.

Finally, students can continue to receive program instruction back at their home school, from their teacher, with periodic assistance from a consultant, for a 30 week period.

"I have more fun here than anywhere else."

ESEA
TITLE I

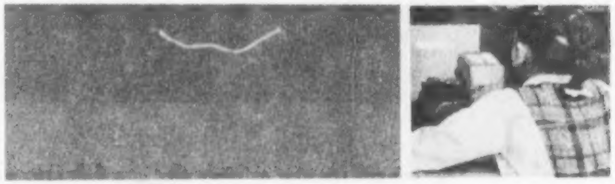
DIAGNOSTIC READING CENTER

Not every child's reading strengths and needs are the same. Auditory discrimination, eye coordination, even home and family situations may often affect the child's ability to master basic reading skills. Thus, frequently a child's reading problem must be diagnosed and prescribed for individually. This is the purpose behind Cleveland's Diagnostic Reading Center, a separate facility to which the school system annually transports 850 public and non-public students in grades 4 to 7.

Teachers and principals recommend students who are a year below grade level to the Center for testing and diagnosis by a reading clinician, psychologist, speech therapist, nurse and social worker. This diagnostic team prepares a prescriptive learning program for each child, designed to strengthen his reading skills, build positive attitudes toward reading, and enable him to be more successful in his home school. The child then spends one hour each school day for 6 to 36 weeks at the Center, working on "his" program with a clinician, alone or in small groups.

The reading specialists have a wealth of materials and machines from which to select the key to unlock each child's problem. Controlled readers, audio-visual tape players, language masters, games, books, and techniques, limited only by the creativity of each clinician, help make reading fun for each child during his hour session.

In addition to diagnosing and prescribing for individual students, the Center provides follow-up consultants who work with classroom teachers to make them more aware of diagnostic and prescriptive procedures in the classroom. Home Coordinators also help parents by giving them guidance and insights into strengthening and reinforcing their children's reading skills.



ESEA
TITLE I

"She gave him good therapy and the skill to use all resources."

READING IMPROVEMENT

A child's attitude toward-reading is quite often determined by how he is first introduced to the mystery of the printed word – whether his first attempts are met with approval or criticism, feelings of success or failure. To help make these early attempts positive, Title I funds in Cleveland are being used for the Reading Improvement Project serving 1500 to 1900 public and non-public school children in grades 1, 2, and 3 annually. This project enables small groups of children from Title I schools to spend an hour each day working with the Reading Consultant and her aide in a special reading room in their own school. The reading room offers innovative activities and materials which augment the basic reading program and make each day a new adventure.

Sometimes the children play Word Bingo. . .take turns at the Phonics Spinner. . .or take a chance from the Word Box. They have fun competing and overcoming challenges . . .and are soon able to tell the difference between ''brake'' and ''bake'' in a book as well as on a card.

Other times they tape a choral reading of a Dr. Seuss book. . .write their own story to share with the others. . .or work on word attack skills in their workbooks. These activities also spark enthusiasm because they enable the children to move at their own pace, and with no fear of punishment for failure, they gain self-confidence.

Whether the child works alone or in a group. . .with his teacher, aide or volunteer tutor . . .on a game or in a workbook. . .he is building and reinforcing his reading skills, and setting a pattern for success in other school endeavors.

The reading consultants also work with the parents and teachers through workshops and in-service courses to help them reinforce the instruction given to their children.

"I read the whole book!"

ESEA
TITLE I

beet rain fine
tea suit
cake
June

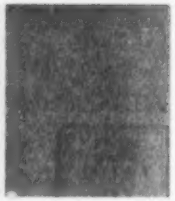
MATHEMATICS SKILLS PROJECT

Today Title I mathematics consultants in the Cleveland public and non-public elementary schools are borrowing the ''laboratory approach'' from science classes to make mathematics more exciting for 2000 students annually. Through the Mathematics Skills Improvement Project mathematics labs set up in 38 selected schools are proving to third, fourth, fifth and sixth graders that studying mathematics can be fun as well as educational.

Equipped with math balances, unifix items, multibase blocks, counters, films, tapes and other multi-level, multi-media materials, the labs succeed in building student interest and allow each child to move as fast as he desires. Students spend 40 minutes a day in the lab, working with the mathematics consultant and the teacher assistant. Alone or in small groups, they move from the use of concrete items to abstract conceptualizing. The flannel board and abacus, for example, begin by helping them with addition, subtraction, multiplication and division. The volume containers are used for seeing equivalents and proportions. The lab's mock grocery store makes solving abstract problems easier back in their classroom.

Teachers, too,have a chance to work in the ''lab'' during mathematics workshops held for them by the consultants. In this way they are able to reinforce much of the consultant's work in the classroom.

Likewise, for parents and community volunteers who assist the teacher in the labs, playing ''Twin Choice'' with a group of children may start out as a game, but usually turns out to be a vital learning experience for everyone.



"I'm more willing to try new ideas."

ESEA
TITLE I

ENGLISH-AS-A-SECOND LANGUAGE PROJECT

For the non-English speaking child, entering school presents a 3-fold challenge:

Adjusting to a different cultural environment

Acquiring English language skills

Maintaining academic progress in basic subject areas

To help him meet these challenges, Title I has provided funds for the English-As-A-Second Language Project, which currently serves 500 elementary children in the Cleveland Public Schools. Merely listening to others speak English is not enough to enable the Latin, European and Asian child to comprehend a social studies text, or join in a playground game. . .for this child the individualized assistance offered through ESL classes means survival and growth in his academic and social world.

To broaden their experiences and to increase their ability to deal with the school milieu, ESL students receive. .

30 to 60 minute small group English classes daily,

regular tutorial assistance,

·a wide assortment of language experiences through visual and auditory materials and games:

filmstrips, records, tapes and language masters

Psychological services

Field trips and orientation experiences

In an effort to extend the child's learning laboratory beyond the classroom, his parents too are involved, through monthly meetings, home visits and frequent teacher conferences. Teachers and other staff members are also given new insights through in-service courses on understanding the non-English speaking child.

In addition to the regular ESL program operating daily in 13 public and non-public schools, and experimental unit attached to the ESL program uses a bilingual approach to work with a select group of beginning English speakers at the first and second grade levels. The students, all of Puerto Rican background, are bused daily to one school, where they receive instruction in math, science and social studies in Spanish, their first language, along with classes in English.

ESEA
TITLE I

"Without sufficient English, he cannot survive."

FOCUSING ON INDIVIDUAL NEEDS

ESEA
TITLE I

- Resident Tutor Project
- Designs for Learning Project
- Children in Residential Schools Project
- Summer School Project
- Transition Project

RESIDENT TUTOR PROJECT

Each child is unique. . .no two are alike in looks. . .thought. . .or action. Each has his own strengths and weaknesses. . .needs and problems.

In Cleveland, Title I funds are being used to deal with these individual differences through the Resident Tutor Project, which employs 800 college students in 96 elementary public and non-public schools, to tutor 2500 to 3000 children each week, during the school day.

The project offers:

- pre-service and in-service training by consultant teachers for all tutors, and workshops for teachers;
- one-to-one or small group tutoring sessions which attack specific problems such as vocabulary building or basic facts;
- games, puzzles, supplementary books and other instructional devices;
- regular in-school tutoring that bridges age gaps, develops positive relationships.

Through this project inner-city youngsters are gaining much help in reading and mathematics skills, and in addition college students, far removed from the problems of poverty and the city, are learning a great deal about Cleveland, its concerns, its schools and most important, its children.

"A positive influence on pupil achievement."

ESEA
TITLE I

DESIGNS FOR LEARNING PROJECT

Recognizing that each child brings to a classroom his own special abilities, skills and attitudes, the Designs for Learning Project enables all primary classes within a school to implement their own instructional programs to meet the unique needs of each child in the class.

The first three such projects were the result of educational plans designed by teams of teachers, parents and administrators, during summer pilot programs at three elementary schools in high poverty areas of Cleveland.

Using Title I Category C funds, each school was able to obtain the additional staff, resources and instructional materials necessary to zero in on specific needs of their primary children.

In one school Designs for Learning means:

Small group learning centers in each primary classroom.

Video-tapes for staff instructional improvement.

In another it means:

Flexible schedules and curriculum alternatives from which to choose.

New instructional games and materials to improve reading and math skills.

In the third it means:

Moving students out into the community for new learning experiences.

Individual tutoring by local junior high school and college students.

"Lots of things to do and play."

ESEA TITLE I

CHILDREN-IN-RESIDENTIAL SCHOOLS PROJECT

For the hundreds of neglected and abandoned children whom the courts and children's agencies have placed in children's institutions throughout the Cleveland area a full and expanded public school education is supplemented with Title I funds through the Children-in Residential Schools Project. This project currently provides 21 Title I teachers for 768 children, (ages 5 to 18), from 7 children's homes, 12 months a year.

Children from the Bessie Metzenbaum Childrens Center, a temporary stay facility, attend extended day classes in the center with teachers provided by the project. Children in the Jones Home, Cleveland Christian Home, Ohio Boys Town and St. Anthony's Home for Boys, long term institutions, attend classes in a regular Cleveland public or non-public school, and are given extra reinforcement from a Title I teacher who conducts individual and small group tutoring sessions either in the school during the day or at the home during the evening. Blossom Hill and Harry L. Eastman School for Boys have classes taught on the premises by both regular and Title I teachers.

In addition to teaching the basics, sometimes on a day-to-day basis, the teachers work on perceptual motor skills, speech patterns, behavior modification, physical education. . . in short, they attempt to know and deal with the "total" child. Other project services include field trips, which take the children hiking in the parks and woods, tape recorders, typewriters, and other educational materials and equipment to supplement basic academic programs; during and after school tutoring; and innovative summer enrichment programs.

"*Title I does many things statistics alone cannot show.*"

ESEA
TITLE I

OUR SUMMER THEME

SUMMER SCHOOL PROJECT

One of the most significant changes that have resulted from Federally funded Title I Projects is the year-round learning that now takes place in Cleveland Public Schools through the Summer School Project. No longer does the rhyme "No more teachers, no more books. . ." ring true each June. Today learning in "new and different ways" is happening to 75 elementary, 19 secondary and 1 special school, for 20,000 to 25,000 children each summer.

Aware that each school community has its own peculiar needs, Cleveland's summer program is no longer a rehashing of the regular school-year curriculum. It offers each school an opportunity to "do its own thing", in a program tailor-made to its pupils and community.

Principals, parents, teachers work together to plan and implement their own summer program, within a basic framework that must:

identify pupils' needs

provide a strategy to remedy the needs

work toward desired behavioral outcomes or changes

Thus all schools may:

stress reading and mathematics

utilize parents in planning the program, student tutors and aides in implementing it

include the supportive services of speech therapists and psychologists, as well as medical and dental care

But beyond that:

the small classes permit innovation and individuality

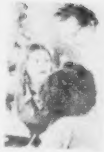
the informality develops close relationships between teacher and student

the school's individual touches may awaken a dormant idea. . .set a dream in motion. . .or switch on a flickering light.

[illegible]

"A must if we believe in individual differences and varying community needs."

ESEA
TITLE I



TRANSITION PROJECT

When a child fails several times in any endeavor, he tends to see only failure in his future. The child's inadequacies in one area can grow in all directions until they seem to encompass all phases of his life. Such a situation often manifests itself when a pupil moves from elementary to junior high school. Cleveland's Transition Project attempts to stem the growth of these failures and inadequacies, by beginning a success pattern for students slated as potential dropouts. At this crucial point in his life, the pupil is helped to look at himself as a unique individual, and to see education as relevant to his everyday life. He learns to get along with others, and to better understand himself in relation to his family, his school, and his community.

Designed to help students through this period of adjustment, the program features:

4 Block Period in 1 classroom,
with 1 teacher and 1 educational aide

Smaller classes, divided into Learning Centers in which each pupil progresses at own pace,satisfying his own needs

Resource teachers and educational aides for individual classroom and home follow-up help

Non-traditional pass-fail grading system

Field trips and inter-school visitations

Except for the 4 Period academic block,Transition pupils are a part of the total school school program, participating in assemblies, sports, and other non-academic activities. Pupils move from the program into regular classes as soon as the teaching team agree that they are ready.

"She helped me to be proud of myself and respect others."

ESEA
TITLE I

PARENT ADVISORY COMMITTEE (PAC)

An important part of Cleveland's Title I program is a City-Wide Parent Advisory Committee, composed of 134 members including 83 representatives of Title I elementary schools, 33 representatives from current Title I projects, and 18 members from non-public school .

PAC usually meets monthly and is involved in an advisory capacity in the curricular affairs of the system, stressing the Title I programs. Their activities range from planning and developing project proposals and interpreting local educational needs, to assisting in the operation and evaluation of Title I projects.

Parent involvement in individual Title I projects consists of:

working in and out of classrooms as volunteers, aides, tutors

planning parent workshops, conferences and lectures

acting as school/community liaison

editing newsletters

ESEA TITLE I

FEATURES IN COMMON

In addition to parent involvement Title I projects have several other common ingredients.

These include:

Staff Development (In-Service and Pre-Service)

Supportive Services:
- Social Worker
- Speech Therapist
- Psychologist
- Dental Hygienist
- Nurse and Doctor

On-Going Evaluation By:
- Research Specialists

Non-Public School Participation

Volunteers

THE RESULTS

Reading Improvement participants have performed significantly better in vocabulary and comprehension, making an average gain of 1 month for 1 months' instruction.

Pupils who participate in the ***Mathematics Skills Improvement Project*** have achieved gains of 12 months for 8 months' participation.

Pupils enrolled in the ***Diagnostic Reading Center*** have made average gains of 6 months for 3 months' service in the project.

First and second grade children with pre-school experiences demonstrate a higher level of performance than those without.

94% of parents with children in the ***Reading Improvement Project*** report their children reading more books at home after being enrolled in the project.

Transition pupils' attendance rate of 91% far surpassed the rate by all seventh grade pupils in the project schools.

Children with pre-school experiences consistently show higher attendance patterns through the third grade than children with none.

Pre-Primary children show significantly higher level of school readiness after project participation.

More than 21,500 elementary and secondary pupils attend specially designed summer classes each summer.

English-as-a-Second Language Project participants have shown significant gains in both vocabulary and comprehension.

Teachers report that pupils tutored by college tutors have increased their classroom participation and improved their attitudes toward school.

INVOLVEMENT

For further information write: Office of Compensatory Programs
Cleveland Board of Education
1380 East 6th Street
Cleveland, Ohio 44114

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ESEA
TITLE I

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Curriculum and Instruction

ESEA Title I
Cleveland Public Schools Cleveland, Ohio

"Nothing has happened in a school until it happens to a child."

Author Unknown

UNTIL IT HAPPENS TO A CHILD

Disadvantaged Pupil Program Fund   Cleveland Public Schools, Cleveland, Ohio

Funded Under the Ohio Revised Code,Section 3317.06(f)

UNTIL IT HAPPENS TO A CHILD

Today's urban school enrolls increasing numbers of children and youth with a greater variety of backgrounds, interests, abilities, personality strengths and disabilities than at any time in educational history. Thus the relevant school program for the decade of the seventies must seek solutions to the basic problems of people -- problems of hunger, of unemployment and unemployability, of blunted hopes and aspirations, of frustration. In practically every area of the Cleveland Public Schools' curriculum innovative projects are now underway to meet these changing needs. But these efforts are not enough to sustain appropriate educational opportunities for the citizens of a major urban center. They must be augmented and supported by programs that help overcome the debilitating effects of poverty and conditions related to it.

Compensatory education services must bridge the gap that has kept American schools and many thousands of American children in a state of mutual unreadiness. With funds provided by the Disadvantaged Pupil Program Fund, Cleveland has established one of the nation's most effective and most clearly focused programs of compensatory education.

The following pages illustrate this program, which consists of 24 projects, serving altogether in excess of 55,000 students, in ninety-five schools, with concentration of service in the schools with the greatest intensity of poor children. Designed to reach beyond the basic curriculum that all local schools offer, these projects improve. . .motivate . . .and enrich each child's learning experience from kindergarten to post-graduation. As might be expected, the major emphasis in these projects is upon learning needs in such areas as reading and mathematics.

Thus DPPF projects are "making things happen" in the Cleveland Schools. . .because they are "making them happen for children."

Paul W. Briggs
Superintendent
Cleveland Public Schools

F IMPROVEMENT
PRESENTS
REVOLUTIONARY
WER IN READ

Projects That Improve

Reading Impact Project

Project Reach

Individually Prescribed Instruction Project

Improved Science Studies Project

Communication Skills Project

Computer-Assisted Instruction Project

More Effective Schools Project

Pre-Service In-Service Project

School-Community Relationships Project

READING IMPACT PROJECT

In an effort to increase the probability of success for the beginning reader, the DPPF funded Reading Impact Project provides a concentrated dose of individualized reading instruction and innovative materials right in the classroom. It serves first graders in over 200 regular classrooms, as well as Listening Post classes.

Responding to each child's needs and abilities, the program provides:

- Consultant teachers who offer the teacher support through demonstration lessons and innovative ideas
- Community people who work as teacher assistants in each classroom, giving individualized help, reinforcing reading skills
- Supportive teachers who release classroom teachers for monthly in-service workshops, improve and enrich reading comprehension for small groups of students
- Supplemental books, manipulative games and devices, and enriching materials to stimulate each child to reach his own level of reading success, at his own pace
- Parent involvement - through volunteering. . .conferences. . .workshops

PROJECT REACH

Moving beyond the first grade preventative methods of Reading Impact, Project Reach operates in 12 elementary schools, for primary children who have evidenced specific reading problems.

Based on the conviction that the greatest help should be directed to the classroom, this program brings a wealth of reading materials and resources to the teacher where and when she needs them most.

Consultants work with individual children on a regular day-to-day basis in the classroom, on specific skills that the teacher indicates need strengthening: vowel blends for one; comprehension for another. . .context clues, main idea, or following directions for others.

In addition to bringing the expertise of reading consultants into each classroom, Project Reach also provides a multi-media resource center in each building, with Sullivan Reading materials, games, equipment and visuals. . .designed for more in-depth assistance of small groups of children, as well as workshops for classroom teachers.

The project stresses the philosophy that today's reading successes can and should become tomorrow's learning foundation.

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INDIVIDUALLY PRESCRIBED INSTRUCTION PROJECT

Each of Cleveland's IPI schools is a mathematical wonderland. . .offering something for everyone. . .in the form of individualized learning experiences for each child, in each school, at all levels.

Such things as Sesame-Street-inspired bulletin boards that line the halls telling number stories, The Hot Spot, student-run store that specializes in candy and school supplies, and a cash-and-send post office that handles everything from Valentine cards to thank you's prove that mathematics is playing an integral role in each child's in-and-out-of-school life.

This concentrated dosage of mathematics is the result of DPPF funds which have been used to immerse two elementary schools with new instructional materials and additional teachers, aides, tutors and parent volunteers, whose primary purpose is to diagnose, prescribe, and guide each child's mathematics skills development.

Initially the child is tested by one of two teachers who diagnose and prescribe for his needs. Next his prescription is filled at the Materials Center, and he begins the task of working at his own pace, on his own program. Gradually, the child takes over the decision-making, first by putting up his flag to indicate when his work needs correcting, or that he is ready for a new prescription. Later, he is able to self-correct and self-prescribe, assuming greater responsibility for his own learning.

IMPROVED SCIENCE STUDIES PROJECT

The inquiry and discovery method of learning has never been more evident than it is today in the Improved Science Studies Project, currently operating in 75 elementary and 15 junior high schools in Cleveland.

Recognizing the importance of the sensory approach to learning, the project provides the student with materials and experiences that totally involve him in the study of his environment

Specialized equipment such as plant mobiles, stereo-microscopes and compound microscopes in the study of life science. . .
Stream tables in the study of earth science. . .
Materials used for the dissection of preserved animal specimens. . .
Astronomy and conservation materials. . .
As well as many other types of equipment and materials ignite a question. . .quench a knowledge thirst.

Carrying the student beyond the point of inquiry DPPF funds take the students on field trips to the zoo, museums, arboretum, and even Silica, Ohio for fossil hunts.

To make all experiences more meaningful for students and teachers the project also provides the teachers with in-service instruction in the use of equipment and the background of places visited on the field trips.

COMMUNICATION SKILLS IMPROVEMENT PROJECT

Communication is and continues to be one of the master keys to our complex society. Unfortunately many urban area young people reach secondary school without the communication skills necessary to succeed socially or vocationally.

In an effort to deal with this problem, Cleveland used DPPF funds initially to develop a pilot program, and recently to implement a full-fledged project, geared to improving reading and the communication skills of secondary pupils. Designed to use innovative approaches in motivating pupils to improve in reading, the project operates a Reading Center at 8 junior and senior high schools.

Classrooms in these schools have been turned into laboratories, each with a variety of multi-media learning stations. In the labs students move between stations, and are free to work alone, at their own pace, with materials geared to their needs. These needs are determined by teachers and the reading specialist assigned to each school, on the basis of pre-and post-tests. Teacher assistants work with students in small groups on materials prescribed by the reading specialist.

Additional Facts

Cameras, cassette tape recorders, sound films
Controlled readers, and film loops

ESEA Title II funds used to purchase reading materials for use by content area teachers in two schools.

COMPUTER-ASSISTED INSTRUCTION IN MATHEMATICS PROJECT

With computers playing an important role in all phases of life today, using the computer approach for problem solving has proved highly successful in a new DPPF-funded high school mathematics program in the Cleveland Public Schools.

Two terminals connected to a central computer for operation in two high schools are helping students discover they possess new mathematical powers. Since the computer does only what it is told to do, students soon realize they must think through all steps needed to solve a problem before telling the computer to do the computational work.

Thus, while the course does not aim to make computer experts, it does teach students the importance of careful analysis, and introduces them to fundamentals of computer programming so that they can use the computer comfortably as a problem solving tool in other areas as well.

The use of the computer is incorporated as part of the regular mathematics program. Working during class time, study periods, or after school, students are encouraged to experiment with techniques and refine their thinking to make their mental efforts more efficient. . .mathematics more enjoyable.

Additional Facts

2 senior high schools
120 11th and 12th grade advanced mathematics students
4 computer-trained teachers
In-service workshops for teachers

SCHOOL-COMMUNITY RELATIONSHIPS PROJECT

DPPF funds are helping break down barriers that have too long separated school and community, by involving community groups in the learning experiences of individual children, through the School-Community Relationships Project.

Parent groups, business, industry, and philanthropic organizations are using their manpower and know-how to organize tutorial programs for Title I children within the Cleveland school system. Working with individual and small groups, inside and outside the schools, they help students see beyond the walls of the school building, offer them adult models after whom to pattern their own behavior. . .and help them establish realistic goals and positive habits.

Some of the programs currently being served by community groups are:

- VIP: Volunteers in Progress-Provides adult tutors each Saturday for 60 junior high school boys.
- Telefriend - Buses 100 junior high students after school on a weekly basis to offices of Ohio Bell Telephone Company employees for tutoring and interacting on a 1-to-1 basis.
- Fathers' Club - Organized by fathers of two elementary schools, sponsors evening tutorial services for 160 children.
- Community Agents - Bring parents and community residents of 20 schools into closer contact with the services offered by the schools.

Thus the Project itself provides the organizational structure to coordinate and use the vast reservoir of volunteer aid available within the community.

MORE EFFECTIVE SCHOOLS PROJECT

Believing that it is better to preserve human potential than retrieve it, teachers in two Cleveland schools are using DPPF funds to help 775 elementary children, through the More Effective Schools Project.

Restructuring the traditional grade organization of schools into the Cluster system. . .the Project uses each child's individual learning style to help him reach his maximum potential. Instead of grade levels, each school has two to five Clusters, at the kindergarten, primary, and upper elementary levels, with four teachers for every 3 classrooms. This cluster approach enables classes to be smaller, instruction more individualized.

In this age of crowded cities and crowded schools, such flexibility gives each child the feeling of freedom and mobility that he needs to experience learning success.

Each Cluster team, composed of the teachers, teacher assistants, and parents, plan instruction, select equipment and materials, and organize activities to suit its Cluster group.

In one school preparation of an "Our Community" book gave children instruction in language and creative arts, social studies, math and science. In another an in-class post office made mathematics come alive. Whether the children make puppets, work with overhead projectors, or play in a band, MES is equipping children to meet the needs of their world.

PRE-SERVICE/IN-SERVICE TRAINING PROJECT

The most important thing that a child can take home with him from school every day is a better feeling about himself than he had when he came in the door that morning. This is achieved by the teacher who instills the confidence in a child that makes him say "I can learn."

Maintaining a staff of such teachers requires a proper and continuous program of in-service. Beyond Cleveland's regular staff improvement program, the teacher and staff Pre-Service and In-Service Training Project provides special in-service for nearly 1100 teachers and staff in 95 Title I schools including: regular classroom teachers, special project teachers, educational aides, supervisory personnel, and parent and community volunteers.

These continuous during and after-school in-service workshops:

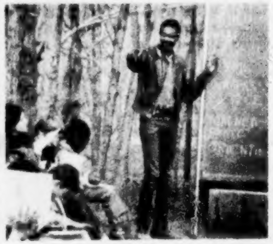
- Upgrade teaching procedures by demonstrating the latest technology and newest techniques
- Reinforce the skills learned by pupils in the special projects
- Develop special competencies and sensitivities for teaching the disadvantaged child
- Build a unity of staff effort by formulating common goals

Also, through this project a corps of elementary classroom teachers, secondary mathematics and science teachers and EMR teachers has been trained to teach in Title I schools.

Projects That Enrich

- School Camping Project
- Child-Family-Society Relationships Project
- Kindergarten Enrichment Project
- Pilot Projects
- Expanded and Adapted Learning Materials Project
- Nutritional Improvement Project
- Special Services Project

SCHOOL CAMPING PROJECT



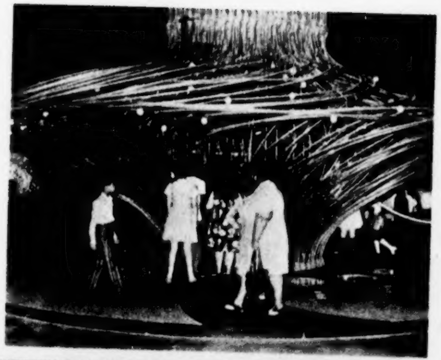
Sometimes it is easier to teach communication in the outdoors where grass and sunlight replace asphalt and gasoline fumes. For the child who has never walked through an icy creek to collect insects. . .circled a green meadow atop a galloping pony. . .or night hiked a quiet trail guided by compass and stars. . .Cleveland's DPPF School Camping Project offers a learning-living laboratory that has no equal. With nearby woods and streams turned into classrooms, intangible values are instilled unconsciously. . .and children are free to discover the wonders of their environment in their own ways.

Each year from September to December and February to May, 3000 fifth and sixth grade students spend five days with their teacher living, working, eating, learning and playing together at School Camp. Hiram House Camp, a short distance from Cleveland's inner city, is leased during the school year for this project. Students from all racial, ethnic and geographic backgrounds share experiences and learn to know and like each other.

The daily schedule includes breakfast, followed by instruction in language arts, social studies, mathematics and science for 3 hours each morning; and lunch and 3 hours of camp staff-directed activities such as nature and live animal study, media center, crafts, and compass and map skills.

Evenings are devoted to supervised study and recreational activities. A highpoint of the week is Harriet Tubman Night . . .when staff members simulate in costumes and setting the days of the Underground Railroad by breaking into the cabins late at night and forcing the children to 'escape' to the lake . . .as many did during the Civil War.

CHILD-FAMILY-SOCIETY RELATIONSHIPS PROJECT



Because "growing up" means more than physical development, classes funded through the Child-Family-Society Relationships Project are helping over 6000 sixth graders in 73 schools learn how to cope with all aspects of their maturity. Through the project's flexible and diversified 18 week program, young people learn to develop a value system, which facilitates decision-making in regard to their emotional, physical and social relations; and helps them understand the dynamics of family organization and responsibility. These objectives are achieved through weekly sessions that deal with personality and basic emotional and biological needs. The instruction sometimes takes the form of role-playing. . .sometimes "rap sessions" and demonstrations. . .and most recently has included regular classes at the Cleveland Health Museum in the areas of reporductive and drug education.

So that class and field instruction are unified and consistent, DPPF funds are used for orientation and training workshops for the regular classroom and project teachers. Likewise, parent orientation meetings are held in each school at least once a year, and ten-week evening parent education classes are conducted in some schools to reinforce the program through the home. In addition, films, transparencies, models and a lending library are available for teacher and student use.

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KINDERGARTEN ENRICHMENT PROJECT

Because the kindergarten experience for the inner-city five-year-old must go beyond the regular curriculum, DPPF funds in Cleveland are being used for the Kindergarten Enrichment Project for 6000 children in 74 Title I schools. Emphasizing the Learning Center Approach, the project provides enriching experiences and resources to unlock inquisitive minds, nurture imaginations, spark enthusiasm.

Learning Centers, focal point of the classroom provide a place to build a house or a conversation. . .a place to be alone or with a friend. . .a place for thinking, reading or writing. . .in short, they offer each child a time and place to learn in his own way.

To give each child the individual attention that is so important at this time in his life, the class is staffed with a team composed of teacher, teacher assistant, and supportive staff, including social worker, psychologist, speech therapist, nurse, doctor and dental hygienist.

Other special ingredients in the project are the total involvement of parents to help bridge the transition from home to school. . .the use of paid male college tutors to add a male image into the female-dominated world of the kindergartner, trips to parks, museums and fire stations for the children, and in-service workshops for the teachers.

Thus the project provides each kindergartner with a world of adults in all colors and sizes. . .classrooms filled with instructional materials and equipment. . .and days crowded with experiences that let him discover for himself the joys of learning.

Additional Facts

Half-day sessions, 5 days a week
Resource Center and Library for Parents
Breakfast or Lunch daily
Parent Activities

CLEVELAND
DPPF
PUBLIC SCHOOLS

PILOT PROJECTS

Just as many DPPF projects are directed toward individualized instruction in various schools, the Pilot Projects Program is enabling Cleveland schools to develop and implement separate locally-devised projects to meet the specific needs of a particular school, class or small group of children. These mini-projects, which may operate for one year or several, can serve to test out an idea that may later be offered to larger groups, or it can solve a one-time, one-place, one-group need. Each is funded under a mini-grant.

In Cleveland 28 different pilot projects in 36 different schools served 7,000 students during 1971-72. Eighteen were in elementary, 3 in junior high and 7 in senior high schools. Five of them zeroed in on reading skills. . .each in its own way. Others dealt with mathematics, science, social studies, and language arts skills. Some of the more unique projects were: the organization of an elementary school Drill Team; a Parent Resource Center; planning and operation of the Dug-Out, a student-run elementary school supply store; a Crisis Prevention Room in a senior high; and an after-school creative arts program.

Just as the objective of each project varies, so do the staff and material needs. But all have one thing in common -- they were all designed and planned by their own team of teachers, principals and community parents.

Additional Mini-Projects

4th grade Reading Improvement
EMR Tutoring
6th Grade Orientation
Life in the 70's
Personalized Feminine Hygiene

EXPANDED/ADAPTED LEARNING MATERIALS PROJECT

To meet the demands of today's media-centered world, school libraries, like schools themselves, are assuming new multiple roles. No longer just a dispenser for books, today's library/media center, through its cross media approach, offers guidance in reading, listening and viewing. . .and is fast becoming the focal point of the school. In Cleveland, DPPF funds are helping equip school libraries in high poverty areas with all types of media to enrich each child's learning experience:

filmstrips. . .study prints. . .transparencies . .microfilm recordings. . .tapes. . .cassettes. . .cameras. . .projectors film loops. . .sound film. . .realia. . .creative dramatics and crafts

For the Child to use:

By Himself - Working on an individual problem
In a Small Group - Thinking through a visual literacy project
With His Class and Teacher - Developing a group presentation
With His Family - Enjoying "take home" art prints, books or records

Additional Facts

Media Centers in:
- **14 Elementary Schools**
- **4 Jr. High Schools**
- **3 Sr. High Schools**

Visual Specialists
Parent and Community Volunteers
Visiting Consultants
Demonstrations of Media Use for School Staff and Parents

NUTRITIONAL IMPROVEMENT PROJECT

Attempts to fill an empty stomach can and do satisfy more than a child's nutritional needs. Often, a carton of milk and a box of cereal can untwist a tongue, unknot a stomach. . . they can help a child "figure out the answer". . .open the door to a new friendship. . .or simply help him discover how to use a spoon.

For this reason Cleveland's Nutritional Improvement (Breakfast) Project has made breakfast an integral part of the total learning experience for nearly 25,000 children in 58 elementary schools every day.

DPPF funds are used to furnish the breakfast aides and food handlers for each school; whereas the food, which consists of milk, dry cereal, juice, and cookies or graham crackers, is funded under the Federal Child Nutrition Act.

Occurring between 8:40 and 9:00 a.m. each morning, the breakfast period gives each child experience in serving and and being served. . .using and acquiring social competencies and developing an awareness of a balanced breakfast.

SPECIAL SERVICES TO ELEMENTARY & SECONDARY SCHOOLS PROJECT

Young people in today's elementary and secondary schools need the freedom in which to develop self-discipline, as well as the security of established limitations. An environment which enables students to learn the difference between liberty and license is thus one of the major objectives of the Special Services to Elementary and Secondary Schools Project.

Serving school and community, the project provides a diversified staff for 48,000 students in 53 Title I schools, including building-security aides, school-court liaison teachers, attendance aides, leadership trainees and office clerks.

On the school grounds security aides maintain order and discourage property damage. Leadership trainees work with students and teachers and assist the principal in some of the administrative duties. Out of school, the attendance aides serve as communication links between home and school. They offer guidance to help parents and students solve attendance problems. In addition, the school-court liaison teachers attempt to facilitate school adjustment by giving support to students reentering school from public agencies.

Additional Facts

During School & Special Occasion Security
Coordination of School Programs
Home Visits
Student Conferences
Staff Conferences

...Making Things Happen for Children

The Disadvantaged Pupil Program Fund, often referred to as DPPF, is authorized under the Ohio Revised Code, Section 3317.06 (f). DPPF funds are provided by the State of Ohio to those school districts in the State which have fifty or more children between the ages of five and seventeen on public welfare.

The DPPF funds which a school district receives are designed to be used in eligible ESEA Title I schools for a variety of special purposes. These represent services to pupils which are over and above those which the school district normally provides throughout the system.

The Cleveland Public School System's DPPF Program began operation in January 1968, with the Nutritional Improvement Project and has grown to the extent that there are currently more than twenty-five projects in operation.

John P. Nairus
Educational Program Manager

Projects That Motivate

Learning Laboratories Project

Production Workshop Project

Scholarship and Continuing Education Project

Job Development Project

Latin Cultures Project

History and Contribution of the Negro in America Project

Motivational-Cultural Experiences Project

Parent Resource Centers Project

PRODUCTION WORKSHOP PROJECT

Knowing you can do something "right" is important to the healthy development of any human being. For the insecure adolescent who faces so many personal frustrations, the need to succeed is an absolute necessity. One of the ways the Cleveland Schools are attempting to give 9th graders "a chance to succeed" is through the Production Workshop Project.

Designed for students whose school adjustment has been thwarted by undermotivation, underachievement, and apathy, the project has reorganized and revamped the traditional 9th grade curriculum to stress student success and involvement.

Featuring a number of innovations, the project consists of smaller classes of boys and girls - a maximum of 20 - increased amounts of individualized instruction and guidance; and concentrated academic study correlated to the student's own vocational interests.

Four period blocks in mathematics, English and Social Studies are related to the work done during 3-period production workshop blocks, which each student has daily. During this time students are introduced to the World of Work by actually constructing and marketing products such as bakery, clothing, carpentry and toys.

Additional Facts

Student Advisory Committee
Parent Meetings
Medical, Dental and Psychological Staff

LEARNING LABORATORIES PROJECT

Because many inner city 10th graders are also unable to cope with the traditional school environment, the Cleveland Schools are using DPPF to fund the Learning Laboratories Project, a follow-up to Production Workshop. Directing its energies toward boys and girls who are underachievers, overage for their grade, and deficient in reading and/or mathematics, this project also offers a complete departure from the traditional structure of a school day.

Academic classes in English, Social Studies and Mathematics are set up in 3-period blocks for all students. In an attempt to make students active participants in their education, the project works on communication skills through the use of occupation-oriented curriculum materials and experiences: for example, reading directions for making a cake, and working out the mathematical specifications for it.

In addition, students explore career interests through field trips, speakers, media, and a maximum of 5 hours volunteer work a week, in a special area such as engine and appliance repair, commercial foods or clothing.

Additional Facts

Teacher Aides, Counselors
Extra Credits Toward Graduation
School Psychologist & Social Worker
Student Advisory Committee

SCHOLARSHIP/CONTINUING EDUCATION PROJECT

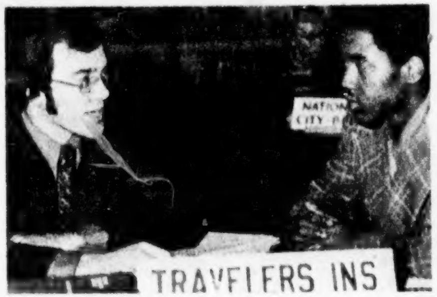
One of the most serious needs of secondary students today is for motivation and guidance in planning their future roles in society: Whether to remain in school or drop out? Whether to go to college or get a job? Whether to enter a community college or a technical school? Helping 8000 students through this decision-making period in their lives is the prime objective of the Scholarship and Continuing Education Project, operating in 4 senior high schools. While the project focuses on post-high school training and educational opportunities, it also provides individual and group counseling, attempts to develop positive self-concepts, and encourages potential dropouts to continue their education.

The students tour college campuses, industries, institutions and training centers. The past year over 4000 sixth graders were also taken to visit college campuses. In addition, four educational advisors help students and their parents fill out college and employment application forms, and obtain information necessary to make meaningful decisions about their future.

Additional Facts

Mobile Library
Aptitude Screening
Individual and Small Group Conferences
Scholarship Assistance

FEDERAL RESERVE BK



JOB DEVELOPMENT PROJECT

As each student approaches his high school graduation, he must choose between two doors leading toward his future: one opens the way to college, the other to the "world of work". Because the choice is not always an easy one to make, Cleveland is using DPPF funds to help high school seniors find out which door is "for them".

Students who may not go on for further full-time education need exposure to jobs and an awareness of the personal and academic requirements of job placement. Thus through its three-pronged approach, Cleveland's Job Development Project helps these students in five high schools become more job-oriented and job-prepared.

First, small groups of seniors attend a Job Preparation course which meets weekly and stresses job seeking and holding. Second, field trips are held throughout the year to various companies and industries for on-the-site exposure to job requirements. Finally, prior to graduation, a Job Center is held in each school, where 25 to 30 different firms interested in employing graduates send representatives. They interview prospective employees at the school for specific jobs on specific days. As a result, over 95% of the students seeking jobs over the last 5 years have been employed.

Additional Facts

Advisory Board of Business and Industry Leaders
Speakers Corps of Graduates
Job Counselors
Guest Speakers

LATIN CULTURES PROJECT

Moving from elementary to junior high school is a difficult transition in itself. But for the non-English speaking teenager entering junior high school this transition is even more trying. To alleviate this problem for the large number of Spanish-speaking students in Cleveland junior high schools, DPPF funds are being used for the Latin Cultures Project. The principal aim of this project is to use the child's language and cultural strengths as a stepping stone rather than a barrier to school achievement and adjustment. The project currently operates in two junior high schools for 150 Spanish-speaking students in 7th, 8th and 9th grades. Students begin in 7th grade by attending classes in English, Spanish and Social Studies, using both Spanish and English as their communication tools. The next 2 years, as ability and confidence increase, the use of English is increased, and Spanish and Social Studies replace a single instructional period of Spanish. Curriculum in all three subjects is related to the Spanish heritage, particularly at the 9th grade, again using the cultural strengths to build upon. In addition to bilingual teachers, DPPF funds provide Puerto Rican teachers aides for each class, a bilingual counselor and a home visitor, as well as special materials for classroom instruction

Thus by experiencing daily bilingual instruction and sharing their cultural heritage with others, Latin Cultures students develop the confidence and pride necessary for school success.

Additional Facts

Teacher-In-Service Training
Parent Meetings
Inter-Cultural Experiences

HISTORY AND CONTRIBUTION OF THE NEGRO IN AMERICA PROJECT

Because many students in Cleveland, as well as other large urban cities, come from diverse ethnic, racial and cultural backgrounds, the History and Contribution of the Negro in America Project was established, using DPPF funds. It is designed to improve student awareness of the Negro's role in the history and future of America, as well as to build a positive self-image for the Negro students themselves. Funds have been used to equip one elementary school as a model and demonstration Cultural Heritage Center. Books, pamphlets, records, films, tapes and other multi-media materials and equipment related to the Negro in America are available in the Center, for use by the public and non-public school students who visit it regularly. The Center also provides materials and holds instructional demonstrations for other schools and community groups throughout the year.

In addition, the project has supplied supplementary materials and equipment for a Black Heritage Center at one junior high school, for a Black Studies course in one senior high school, and for language arts classes in all Title I secondary schools.

Additional Facts

Teacher-In-Service Workshops
Development and Publication of a Negro History Text
Consultants

THE COLOR OF MAN

MOTIVATIONAL-CULTURAL EXPERIENCES PROJECT

Listening to Haydn's "Surprise Symphony" in the hushed elegance of Severance Hall. . .watching real opera singers bring "Carmen" to life on the school stage. . .getting to pluck the strings of a violin for the first time. . .these are just some of the exciting moments experienced by Cleveland school children as a result of the DPPF-funded Motivational-Cultural Experiences Project.

Initially, the main activity provided by the project was attendance of 40,000 children, grades 4 to 12 at special Cleveland Orchestra concerts. Now the project has expanded to include tickets to plays at Karamu Theatre, opera excerpts performed in elementary schools by performers from the Cleveland Institute of Music, and special instrumental presentations by ensemble groups from the Young Audiences of Cleveland.

These in-and-out-of-school experiences are the only contact some children ever have with live performances of classical music and drama. As such they often serve as the necessary spark to ignite a student's own creativity in the form of a puppet show. . .an original story . or a finger painting depicting "The Saber Dance."

Additional Facts

Correlation of activities with classwork in music and English
Bus transportation to events
Elementary classes in puppet-making

PARENT RESOURCE CENTERS PROJECT

When a child's parents can discuss and be knowledgeable of the concepts and ideas he brings home from school, school and home become more closely integrated, and learning more meaningful to the child.

For this reason one Cleveland elementary school used DPPF funds to set up a Parent Resource Center to help parents become more involved and proficient in the use of the instructional materials and equipment used by the children. The center proved so successful that what began as a Pilot Project became a full-fledged project, and similar centers have now been established in 12 elementary schools.

The centers are equipped with the same supplementary reading materials, instructional games and devices, and audio-visual equipment as are used in the classroom. Parents are taught how to use the resources and are free to take them home to use with their children at any time.

Additional Facts

Parent Workshops
Parent-teacher conferences
Educational aide for each center
Teacher in-service to select materials

...Because Something Happened to a Child

At the end of the first grade, on the average, participants in the **Reading Impact Project** achieved second grade reading scores.

Both boys and girls in the **Production Workshop Project** made gains in reading and mathematics that exceeded one month for each month in the project

Participants in the **Latin Cultures Project** made significant gains in basic English reading skills, basic Spanish reading skills, oral communication skills, and basic concepts in social studies.

Sources of financial aid were identified for 2588 pupils in four senior high schools during the 1971-72 school year as part of the **Scholarship and Continuing Education Project.**

Ninety-five per cent of pupils enrolled in the **Job Development Project** during the past six years have obtained jobs upon graduation from high school.

The vast majority of **Kindergarten Enrichment** pupils have continued to enter the first grade with reading readiness skills which are average or better.

Elementary pupils enrolled in the **Improved Science Studies Project** made greater achievement gains in science concepts than did comparable non-project pupils.

Senior high schools with attendance aides as part of the **Special Services Project** have shown an improvement in attendance over previous years.

The **Expanded and Adapted Learning Materials Project** led to greater circulation of multi-media materials to the homes of pupils in the project schools.

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WEST TECHNICAL HIGH SCHOOL

Cleveland Public Schools, Cleveland, Ohio

Senator PELL. I would thank Dr. Briggs for his singularly excellent presentation.

Senator STAFFORD. May I join in that, Mr. Chairman. I thought he was an excellent witness.

Senator PELL. Our next witness is Dr. Judy H. Lombana, consultant for middle and secondary school guidance of the Florida Department of Education and with her is Dr. Charles L. Lewis, executive director, American Personnel and Guidance Association.

I am going to turn over the chair because I have to go back to the Foreign Relations Committee. Senator Hathaway will take over.

[Senator Hathaway assumed the chair.]

Senator HATHAWAY (presiding pro tempore). Dr. Lewis, do you want to testify first?

STATEMENT OF DR. CHARLES L. LEWIS, EXECUTIVE DIRECTOR, AMERICAN PERSONNEL AND GUIDANCE ASSOCIATION, AND JUDY H. LOMBANA, CONSULTANT FOR MIDDLE AND SECONDARY SCHOOL GUIDANCE, FLORIDA DEPARTMENT OF EDUCATION, ACCOMPANIED BY DR. PATRICK JOSEPH McDONOUGH, ASSISTANT EXECUTIVE DIRECTOR OF AMERICAN PERSONNEL AND GUIDANCE ASSOCIATION

Dr. LEWIS. Thank you, Mr. Chairman. I am joined today by Dr. Judy H. Lombana and Dr. Patrick Joseph McDonough. Today our testimony will be presented by Dr. Judy Lombana who is the consultant for the Middle and Secondary Schools Guidance in the Florida Department of Education. Dr. Lombana has a distinguished career in the field of education.

Dr. LOMBANA. Thank you, Dr. Lewis.

Mr. Chairman, and Senator Stafford, I am Judy Lombana. Today I am representing two groups of educators, the American Personnel and Guidance Association and the 50 State supervisors of guidance. The 33,000 members of the American Personnel and Guidance Association are personnel and guidance workers employed in all levels of educational settings, in both public and private education, as well as counseling personnel working in a wide variety of community based agencies. The State supervisors of guidance are responsible for more than 60,000 counselors and other pupil personnel workers in all 50 States.

For the past 4 years I have been a State consultant for guidance services in the Florida Department of Education. In this role, as well as in my previous experiences as a teacher, counselor, psychometrist, director of testing, and educational researcher, I have had much opportunity to witness, both directly and indirectly, the powerful impact that guidance and counseling services can have on our children and youth in their educational experiences. I appreciate the opportunity to meet with you today to share my views and those of the American Personnel and Guidance Association and the 50 State supervisors of guidance regarding the proposed consolidation of the Guidance and Counseling Section of ESSEA title III with several other educational programs.

Before I present our position, however, I would like to review briefly with you some of the history and accomplishments of guidance and counseling programs as previously funded. As you know, the passing of the National Defense Education Act, title V-A, in 1958 resulted in great improvement in many facets of education across the country. The positive results of allocating Federal funds for guidance services can be readily seen in a review of some of the progress made from 1958-68

1. The number of students receiving guidance and counseling services increased sharply. In 1958, there were 13,000 full-time equivalent secondary school counselors, ratio 1:960 and no elementary counselors. By 1968 there were 38,500 full-time equivalent secondary school counselors, ratio 1:450 and 4,000 full-time equivalent elementary counselors, ratio 1:9,600.

2. Local and State support increased as a result of the Federal incentive. Federal support rose from $4,819,990 to $24,500,000, State support from $420,128 to $14 million and local support from $5,593,322 to over $252,311,500.

3. As a result of Federal incentives, testing programs to identify the interests, aptitudes, achievement, and ability of students increased 5 times in the 10-year period.

4. A significantly larger proportion of the Nation's youth completed secondary school and entered colleges or postsecondary vocational and technical schools.

   a. The high school retention rate improved 23.9 percent.
   b. The number of students enrolling in college increased 115 percent.
   c. The number of students enrolling in vocational technical education increased 2,868 percent.

5. State education agency guidance and personnel services expanded.
6. Minimal and recommended standards for guidance programs increased.
7. Qualifications for State supervisors of guidance, counseling, and testing were strengthened.
8. Counselors were better prepared as certification standards were established and improved.

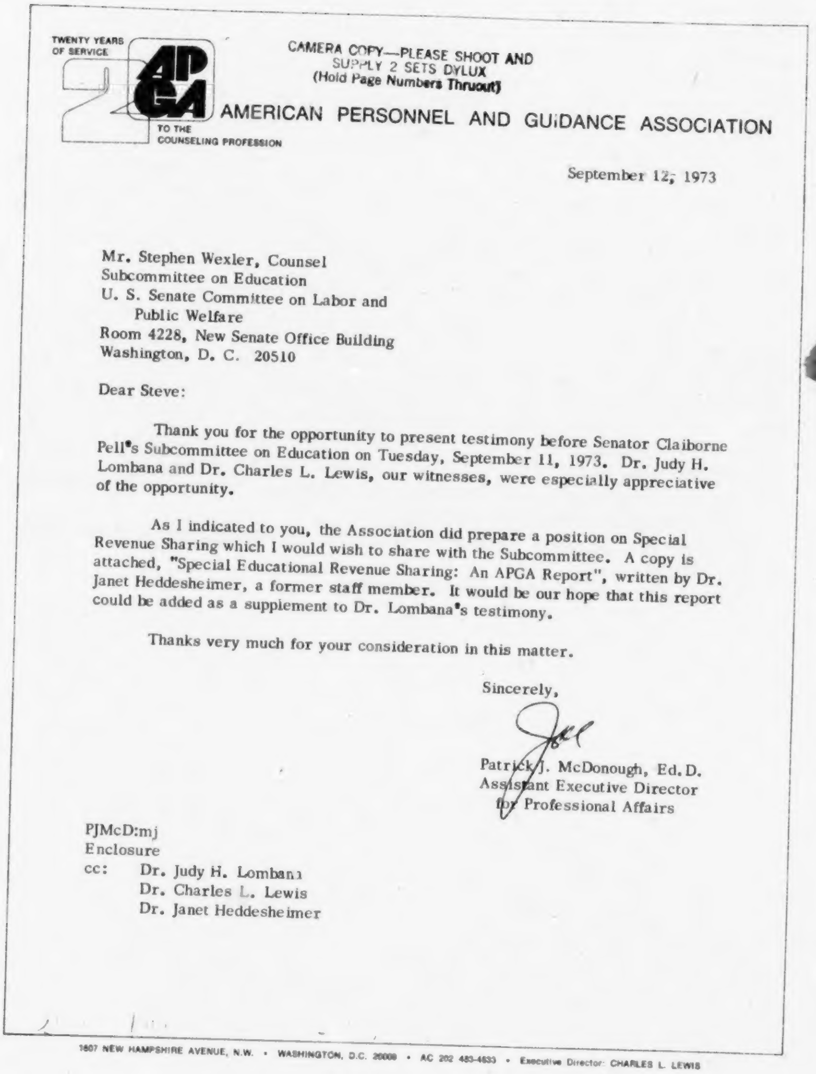
These effects were felt in all 50 States and territories. Members of the American Personnel and Guidance Association and guidance supervisors of State departments of education believe that such remarkable accomplishments were possible primarily because NDEA title V-A was very clearly defined, because specified funding allowed each State to develop long-range plans, and because efforts could be spent on program implementation, rather than on competing with powerful interest groups for funds.

In 1970, when NDEA V-A merged with ESEA III, the congressional intent as specified in Public Law 91-230, section 309(b), was to fund guidance and counseling services in each State to at least 50 percent of the fiscal 1970 NDEA V-A appropriation. In a few States, the merger was effected smoothly, and compatible working partnerships developed between the guidance and counseling section and the innovative programs portion of the act. In Florida, for example, adequate funds for guidance and counseling were categorically allocated, over a 3-year period, with the pupil personnel section of the Florida Department of Education—encompassing guidance, school psychology, and school social work services—maintaining operational control over the allocation. Consequently guidance and counseling in Florida has led the Nation in several areas, including the development of State and district comprehensive guidance—K–12—plans, the categorical funding for elementary guidance and occupational specialist programs, the initiation of career counseling programs K–12, significant research efforts in the areas of human relations skills and leadership techniques, and comprehensive preventative drug abuse programs.

I list these items only to provide examples of what one State level program can do when conditions are right; that is, when adequate funds are available, when control of those funds is in-house, when funds are guaranteed over a long enough period of time to insure that long-range planning can be productive and true accountability possible, and when a good working relationship exists between the staffs of merged programs. For a more comprehensive treatment of APGA recommendations for improvement of existing ESEA III legislation, please refer to the attached document.

Senator HATHAWAY. Without objection the document will be made a part of the record.

[The information referred to follows:]



TWENTY YEARS
OF SERVICE
TO THE
COUNSELING PROFESSION
AMERICAN PERSONNEL AND GUIDANCE ASSOCIATION

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(Hold Page Numbers Thruout)

September 12, 1973

Mr. Stephen Wexler, Counsel
Subcommittee on Education
U. S. Senate Committee on Labor and
Public Welfare
Room 4228, New Senate Office Building
Washington, D. C. 20510

Dear Steve:

Thank you for the opportunity to present testimony before Senator Claiborne Pell's Subcommittee on Education on Tuesday, September 11, 1973. Dr. Judy H. Lombana and Dr. Charles L. Lewis, our witnesses, were especially appreciative of the opportunity.

As I indicated to you, the Association did prepare a position on Special Revenue Sharing which I would wish to share with the Subcommittee. A copy is attached, "Special Educational Revenue Sharing: An APGA Report", written by Dr. Janet Heddesheimer, a former staff member. It would be our hope that this report could be added as a supplement to Dr. Lombana's testimony.

Thanks very much for your consideration in this matter.

Sincerely,

Patrick J. McDonough, Ed.D.
Assistant Executive Director
for Professional Affairs

PJMcD:mj
Enclosure
cc: Dr. Judy H. Lombana
Dr. Charles L. Lewis
Dr. Janet Heddesheimer

1607 NEW HAMPSHIRE AVENUE, N.W. • WASHINGTON, D.C. 20009 • AC 202 483-4633 • Executive Director: CHARLES L. LEWIS

1787

SPECIAL EDUCATIONAL REVENUE SHARING:
AN APGA REPORT

Janet C. Heddesheimer

American Personnel and Guidance Association

Spring, 1973

The Better Schools Act of 1973

At a time when all sectors of education are facing a fiscal crisis, the federal government is evaluating the effectiveness of its previous financial support of education and suggesting new methods for dispensing those federal dollars. This has resulted in considerable confusion, anger, and concern among educators. Much of this is caused by an awareness that categorical programs may no longer be established by the federal government, new methods for garnering federal funds at the local level in education will have to be developed, and the total federal allotment for education may well be reduced.

An important point to keep in mind is that the federal government contributes approximately 7% of the total education budget of the U. S. However, the significance of these funds range far beyond the actual dollars involved. Categorical programs suggest national educational priorities. For many public school districts the extra money provides special services and programs the district could not otherwise afford from local and state funds. Finally, categorical earmarking of funds mandates that those monies be spent in specific ways; the money cannot be used for activities not defined in the law. Thus federal categorical programs are, in theory at least, not subject to loss to whatever special interest group or program is strongest at the state or local level.

Revenue Sharing

In order to understand special educational revenue sharing it is important to see it in relation to general revenue sharing. Special educational revenue sharing is one aspect of a total plan by the Administration to reorganize the federal method for allotting money to the states. General revenue sharing was passed into law during the last Congress. During the 93rd Congress the President is asking Congress for, in addition to general revenue sharing, special revenue sharing in the areas of education, urban community development, manpower, and law enforcement.

The money for general revenue sharing that is already in the states could provide some relief for local schools. Two-thirds of the money that goes to a state is given directly to local governments and cannot be spent for education. However, indirectly this money could aid education in a community. If a community uses revenue sharing funds to pay for a service previously paid for by local or state money, the money released could be expended for education. More directly the one-third that goes to the states has greater potential benefit to education. There are no restrictions on these monies except that they cannot be used to match other federal funds. Thus a state can elect to spend any portion or all of this money on education.

The Better Schools Act of 1973 (H.R. 5823)

The President's special educational revenue sharing proposal, named "The Better Schools Act of 1973," would replace 31 existing formula grant programs for elementary and secondary education with assistance in five broad areas. These areas are education of the disadvantaged, education of the handicapped, vocational education, assistance for schools enrolling children who live on federal property, and supporting materials and services.

Referring to the Better Schools Act as revenue sharing is a misnomer. In actuality it is a grants consolidation act. The law combines 31 existing categorical programs into one bill and, in essence, allows the states to select (within the limits imposed by the bill) which of the programs they will continue to maintain through federal funds, which they will reduce, and which they will eliminate. Among the acts which are totally or in part "folded into" the bill are: Elementary and Secondary Education Act, the Smigh-Hughes Act of 1917, the National Defense Education Act, the Higher Education Act of 1965, Vocational Education Act of 1963, Child Nutrition Act of 1966, and the National School Lunch Act.

Yet another point of confusion is what levels of education this bill includes. The only programs affected are those in elementary and secondary education, both public and non-public. Institutions of post-secondary education and students attending those schools are still covered under categorical programs. There is no movement to change this.

The Better Schools Act of 1973 is a complex bill. In an effort to present a comprehensive yet understandable outline of the bill, the following is a modification of a briefing sheet on education revenue sharing prepared by the administration. For an even briefer and more concise summary see Appendix A which contains a description of the legislation provided by Casper Weinberger (Secretary of HEW)

Education Revenue Sharing

Briefing Sheet

Funding Level

FY 1974	$2.771 billion
Est. FY 1975	$3.043
Following Years	Such sums as are necessary. Assumes $271 million now in Emergency School Aid will be added to disadvantaged priority in FY 1975 and following.

Areas of Assistance. The bill will contain five specific earmarks.

Education for the Disadvantaged:	Programs and projects designed to meet the special educational needs of educationally disadvantaged children in school attendance areas having high concentrations of children who are educationally disadvantaged or from low-income families, of migrant and neglected and delinquent children for whose education the State is responsible. This program would incorporate the concentration of per pupil expenditures and follow-the-child provisions similar to those in last year's EEOA proposal.
Education of the Handicapped:	Programs and projects at the preschool or any other educational level designed to meet the special educational needs of handicapped children.
Assistance to Schools in Areas Affected by Federal Activities (SAFA "a"):	Provision of financial assistance for those local educational agencies upon which the United States has placed financial burdens by reason of the fact that such agencies provide education for children residing on Federal property.
Vocational Education:	Assistance to States for vocational education activities. Included in vocational education are technical training or retraining, work-study programs, vocational guidance and counseling, instruction in occupational education, job placement, and training of professions in vocational education.
Supporting Services:	The remainder of the funds can be used for such materials and services as the purchase of school textbooks, library resources, and educational equipment; the provision of supplementary educational centers and services, of school pupil personnel services, of adult education, of school meals; the strengthening of State or local educational agencies capabilities and of educational planning and

administration at the State level of the program carried out under this Act; and any service in vocational education, education for the handicapped, and education for the disadvantaged.

Allotment and Use of Shared Revenues. Allocation of the appropriated revenues takes place in the following sequence:

Funding for Trust Territories:

Funding Level -- up to three percent of total appropriation.

EST. FY 1974 - $78.3 million

EST. FY 1975 - $77.9 million

Before any other allocations are made, the Secretary is authorized to deduct up to three percent of the total appropriation to serve the outlying territories (Guam, Virgin Islands, American Samoa and the Trust Territories of the Pacific) and the Department of Interior (BIA).

State Shares:

After deduction of funds for the trust territories, the remainder of the appropriation is divided among the States. A State's share is the sum of three allocations; an allocation for children who live on Federal property, an allocation for educationally disadvantaged children, and a combined allocation for Education for the Handicapped, Vocational Education and Supportive Services.

a) Allocation for Children who Live on Federal Property

Funding Level -- determined by need

Est. FY 1974 - $194.7 million

Est. FY 1975 - $210.3 million

Each State shall receive an allocation equal to 60 percent of the average per pupil expenditure in the United States multiplied by the number of pupils in average daily attendance in the State who reside with a parent on Federal property.

b) Allocation for Educationally Disadvantaged Children

Hold Harmless: Other allocation provisions notwithstanding, each State shall receive in FY 1974 at least 90%, in FY 1975 at least 80%, and in FY 1976 at least 70% of the FY 1973 payment which the State received under Title I of the Elementary and Secondary Education Act (exclusive of the set-aside for handicapped education in Title I).

Again, other provisions notwithstanding, each school district shall receive in FY 1974 at least 50% of its FY 1973 payment under Title I.

Funding Level -- 60% of the appropriation which remains after trust territory payments and Federal children payments have been deducted.

Est. FY 1974 - $1,545.7 million

Est. FY 1975 - $1,536.3 million

Each State shall receive an allocation equal to 25 percent of the average State or national current expenditure per pupil (whichever is higher) multiplied by the 1970 Census number of children in poverty aged 5-17 in the State. Census poverty computations are based on the Orshansky index which varies with family size and farm vs. non-farm cost of living. For an urban family of two adults and two children, the 1969 index was $3,745.

If available funds are insufficient to provide full State allocations under this section, each State's share will be reduced on a pro-rata basis.

Each State shall make all funds from this allocation available only for programs and projects designed to meet the special educational needs of educationally disadvantaged children who reside in school attendance areas having high concentrations of low-income families, children of migrant agricultural workers, and neglected or delinquent children for whose education the State is directly responsible.

c) Allocation for Vocational Education, Education for the Handicapped and Supporting Materials and Services

Funding Level -- 40% of the appropriation which remains after trust territory payments and Federal children payments have been deducted.

Est. Funding (see below)

The available funds shall be divided among the States in proportion to the number of children, age 5-17 who reside in each State.

Vocational Education

Each State shall make 43 percent of this allocation available for programs in vocational education.

Est. FY 1974 - $443.[illegible] million

Est. FY 1975 - $440.4 million

Handicapped Education

Each State shall make sixteen percent of this allocation available for education of the handicapped.

Est. FY 1974 - $164.8 million

Est. FY 1975 - $165.8 million

Supporting Materials and Services

41% of the funds allocated under this section shall be made available by the States for supporting Materials and Services and for supplementation of the disadvantaged, handicapped and vocational programs at the discretion of the States.

Est. FY 1974 - $419.1 million

Est. FY 1975 - $419.1 million

Distribution of Funds Within the States. Distribution of the funds will vary among the particular earmarks in the bill.

SAFA "a" Funds for this earmark will be passed through directly to the school districts. Each district will receive 60 percent of the national average per pupil expenditure multiplied by the number of SAFA "a" students it has in average daily attendance. Funds so allocated may be used by the school district for any educational activity.

Disadvantaged. States will pass these earmarked monies to the school districts in several stages:

a) Funds will be set-aside, at State discretion, for compensatory programs for children of migratory workers and neglected or delinquent children whose education is now a State responsibility. Funding levels would be determined by the number of these pupils multiplied times the State expenditure index per pupil (The State expenditure rate is 25% of the Average State or National current expenditure per pupil, whichever is higher) -- the national per pupil concentration figure adjusted for variations of current State average per pupil expenditures from the current national average per pupil expenditure.

b) School districts with a concentration of children in poverty (per the Orshansky Index) of at least 15 percent of the total student population or 5,000 students would receive the State expenditure index for each of these pupils.

c) The remaining school districts would be ranked, by each State, according to concentrations of poor children. Ranking may be done according to the number or the percentage of such children at the State's option. All remaining funds would be distributed, beginning with the district having the highest concentration of poor children, at a level determined by the number of poor students multiplied by the State expenditure index. States would work their way down the ranking of districts until the State allotment for the disadvantaged has been completely distributed.

d) Low-income children moved during the previous year from a school with a majority of low-income children to one with a minority would be double counted in calculating the number of low-income children in any district.

e) No money will be distributed to districts whose entitlement is less than $10,000 and no district would receive for FY 1974 less than 50 percent of its FY 1973 entitlement under ESEA, Title I.

f) The State would have to determine that services provided by each school independently of these revenue sharing funds are comparable to those services provided by all other schools in the same school district.

g) Each district would concentrate its funds at the State entitlement rate per pupil in schools or grade levels (with State approval) with the most educationally disadvantaged (as defined by the Secretary).

h) These provisions notwithstanding, in FY 1974 no district can receive less than 50% of its FY 1973 allocation under Title I of ESEA.

Handicapped. The State allotment for education for the handicapped will be distributed within the State in accordance with a State plan drawn up by the appropriate State agencies. While there is no provision for prior Federal approval of this plan, the plan must be made available for review by all concerned parties and responsive to the needs of local educational agencies.

Vocational Education. The State allocation for vocational education will be distributed within the State in accordance with a State plan drawn up by the appropriate State agencies. While there is no provision for prior Federal approval of this plan, it is expected the plan will be made available for review by all concerned parties and responsive to the needs of local educational agencies.

Supporting Materials and Services. The remainder of the State allotment shall be used by the State in accordance with a State plan drawn up by the appropriate State agencies. While there is no provision for prior Federal approval of this plan, it is expected the plan will be made available for review by all concerned parties and responsive to the needs of local educational agencies. In addition, the State may hold some of these funds for planning, evaluation, and administration of revenue sharing funds.

Transfers Among Areas of Assistance:

The State would be permitted to transfer up to 30 percent of the funds attributable to handicapped and vocational education to any other activity authorized by the Act, except SAFA "a" aid.

Additional transfers above the statutory limit would be permitted if the State demonstrates to the satisfaction of the Secretary that such action will achieve more effectively the purposes of the Act.

Operation of the Program:

The appropriate State agencies shall, for each fiscal year, develop and publish plans for the distribution and expenditure of funds under the Act. Such plans shall not be finally adopted until a reasonable opportunity has been given to interested persons for comment thereon, and shall be made available to the Secretary.

Participation of Nonpublic School Children:

Except where prohibited by State law, equitable participation of children enrolled in nonpublic elementary and secondary schools would be provided in the disadvantaged, handicapped, vocational, and support service areas. Where State law prevents such participation, the Secretary may permit the State to participate, but he shall arrange for such children to receive similar services on an equitable basis and shall pay the cost thereof out of the State's allotment.

In addition, a State would provide that title to and control of funds received under this Act and other property derived therefrom will remain in one or more public agencies.

Civil Rights: Revenues shared under this Act shall be considered as Federal financial assistance within the meaning of Title VI of the Civil Rights Act of 1964, and Title IX of the Education Amendments of 1972.

Pros and Cons

The proponents and opponents of the Better Schools Act have discussed and written at great length about the strengths and weakness of this bill. The strengths can be summarized as follows:

1. The number of categorical programs for education have grown like Topsy since the Smigh-Hughes Act of 1917. Whether the government can continue to fund and administer all of them is questionable. Thus the states need to take responsibility for selecting among the alternatives in light of unique state needs.

2. Comprehensive, coordinated educational planning is currently difficult because of the piecemeal system of federal aid. Educational revenue sharing would allow each state to plan and coordinate, according to their own needs, the programs provided for by federal money from education revenue sharing.

3. The grantsmanship syndrome often makes it impossible for smaller, poorer school districts to apply for and receive much aid. Schools would now be dealing directly with the state agency rather than with the federal government.

4. The inflexibility of federal programs means that money is spent on programs which have outlived their usefulness, or that simply are ineffective, while funds for new ideas cannot be obtained. The Better Schools Act allows for leeway in how each state spends their federal allotment.

5. Categorization is wasteful in that it requires many man-hours of checking at the local, state and federal level to assure that the detailed federal requirements are being met.

6. Office of Education staff will be freed from administering programs so that they will be able to provide technical assistance to the states and local educational agencies.

The weaknesses have been viewed as follows:

1. It is too soon to change programs which are just beginning to demonstrate effectiveness, such as Title I of ESEA. If the focus and the allotment formulas for these programs are modified and their continuation is not guaranteed on a national basis, the gains made may be lost.

2. The problem is not with inefficient distribution of funds and crippling red tape, but with lack of sufficient funding. If programs authorized by existing legislation were fully funded, the programs would have the impact they were designed to have.

3. There is a need for firm federal guidelines for categorical programs and federal monitoring of these programs. Otherwise, there is no guarantee that the money will actually be used as Congress mandated, even in a program as flexible as educational revenue sharing.

4. Revenue sharing cannot fulfill the promise of simplifying regulations. There is no assurance that the regulations at the state level will be any simpler or require any less staff or time to meet.

5. Special interest groups within education are concerned that their programs will not be maintained or funded at previous levels without concrete language in the legislation which provides for them.

6. Since the majority of the money is to be administered by the state, the areas funded may be determined by whoever has the strongest influence at the state level rather than where the educational needs are the greatest.

7. In the long run, educational revenue sharing will mean considerably reduced funding levels for elementary and secondary education.

Guidance Related Issues

The strengths and weaknesses just discussed are generalized reactions to the total bill. As school counselors, big city directors of guidance, state directors of guidance and teachers concerned with guidance in the schools begin to examine special education revenue sharing, a number of specific points should be considered.

1. Guidance would fall primarily in the broad category of supporting services. Pupil personnel services are also mentioned in vocational education, but these apply only to guidance services relative to career education.

2. Up to 100% of the money earmarked for supporting services in each state can be transferred to any other category except impact aid.

3. Up to 30% of the money earmarked for vocational education can be transferred to any other category except impact aid. That amount of transfer can be exceeded only by permission of the Office of Education.

4. Educational revenue sharing monies go to the governor who designates an appropriate state agency to administer the funds.

5. It will be the responsibility of the state agency in each state that administers the money to establish priorities and actually decide how much money will go to each school district and for which programs.

6. While a state plan must be filed for the distribution and expenditure of funds, the federal government has no authority to change those plans as long as they comply with the provisions of the act. The plans will be used for auditing purposes at the end of the fiscal year.

Future of Better Schools Act of 1973

At the present time, there are no indications that educational special revenue sharing will become a reality in this session of Congress. The bill is currently in the House, Education and Labor Committee. Neither the Republicans nor the Democrats on the Committee favor the bill. A number of committee leaders on both sides have vowed it will never be reported out of Committee.

This poses a serious problem in the appropriations arena. Nixon has proposed "O" funding for many of the programs he has folded into educational revenue sharing. This means that if the Appropriations Committee develops a bill which funds these programs categorically, and if it passes the Congress, the President will probably veto it. Thus there will be no money available to be spent for education.

In effect, the President has indicated that if Congress does not pass education revenue sharing in the format he proposes, and fund it, there will be no federal support for education.

SUMMARY OF BETTER SCHOOLS ACT OF 1973

Appropriations for carrying out the bill would remain available for obligation and expenditure at the State and local levels for two years (§ 3).

The bill provides for allotment among the States of the funds appropriated (and for the uses which may be made of those funds) (§ 4). Appropriated funds are to be used for 5 purposes: education of the disadvantaged; education of the handicapped; vocational education; assistance for schools enrolling children who live on Federal property; and supporting materials and services. Any of the funds may be used for construction.

Funds allotted among the States are to be distributed within the State under section 5. The entire amount allotted to the State on the basis of children living on Federal property must be "passed through" to the local educational agencies in which those children live. The amount allotted to the State for the education of the disadvantaged must be distributed among local educational agencies by first paying to those agencies with 15% or 5,000 of their children from low-income families an amount equal to an expenditure index for the State multiplied by the number of such children. The remaining funds for the disadvantaged would be distributed among the other local educational agencies with the largest numbers or percentages of children from low-income families.

Thirty percent of each of the amounts allotted to any State for vocational education and education of the handicapped may be made available for other educational purposes (§ 7). The State may exceed these 30 percent limitations if it demonstrates to the satisfaction of the Secretary that doing so would further the purposes of the Act. The funds allotted to a State for supporting materials and services may be used also for vocational education and for education of the handicapped and the disadvantaged.

With respect to amounts allotted for the disadvantaged, each State and each local educational agency would be "held harmless" for fiscal year 1974 at 100 percent of the amount allotted to it for fiscal year 1973 under Title I of the Elementary and Secondary Education Act of 1965.

States are required to provide equitable treatment of private school children in the activities carried out under the bill, but if they are unable to do so because of limitations of State law the Secretary is required to provide services to such children, paying the cost thereof out of the State's allotment (§ 8).

Amounts for the disadvantaged will be paid to any local educational agency only if that agency meets a "comparability" requirement -- i.e., if the services provided in each of its schools with funds other than funds under this bill are determined by the State administering agency to be comparable to the services so provided in its other schools.

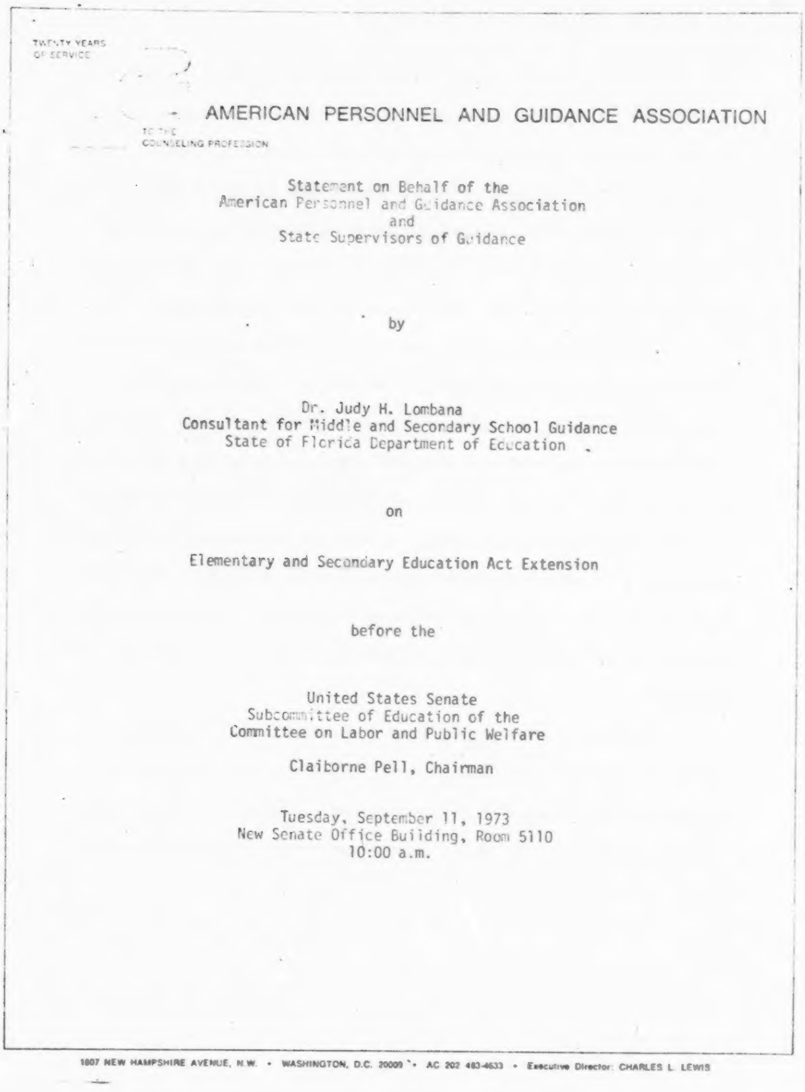
The Governor of each State would be the agency for administering the program within the State unless State law provides for a specified single State agency to administer the program. The State agency will develop a plan for the distribution of funds not "passed through" to local educational agencies, and for the expenditure of those funds. The distribution must be made on a basis which takes into account the relative needs of the local educational agencies in the State for the types of assistance for which the funds may be used, but in doing so the amount paid to local educational agencies for education of the disadvantaged may not be taken into consideration. In developing the plan the agency must give an opportunity for comment thereon to interested persons, but there is no requirement of Federal review or approval of the plan (§ 9).

Each State must provide education on a nondiscriminatory basis for children who live on Federal property (§ 10).

Revenues shared under the bill are subject to Title VI of the Civil Rights Act of 1964 and Title IX of the Education Amendments of 1972 (relating to discrimination on the basis of sex) (§ 13).

There is an advance funding provision (§ 14) and a provision for an annual report by the Secretary to the President and the Congress (§ 16).

There is also a provision permitting interstate agreements (§ 18), a provision concerning records, audits, and reports (§ 17), and a provision concerning remedies for noncompliance (§ 12).



TWENTY YEARS
OF SERVICE
TO THE
COUNSELING PROFESSION

AMERICAN PERSONNEL AND GUIDANCE ASSOCIATION

Statement on Behalf of the
American Personnel and Guidance Association
and
State Supervisors of Guidance

by

Dr. Judy H. Lombana
Consultant for Middle and Secondary School Guidance
State of Florida Department of Education

on

Elementary and Secondary Education Act Extension

before the

United States Senate
Subcommittee of Education of the
Committee on Labor and Public Welfare

Claiborne Pell, Chairman

Tuesday, September 11, 1973
New Senate Office Building, Room 5110
10:00 a.m.

1607 NEW HAMPSHIRE AVENUE, N.W. • WASHINGTON, D.C. 20009 • AC 202 483-4633 • Executive Director: CHARLES L. LEWIS

Mr. Chairman and Members of the Subcommittee:

I am Judy Lombana. Today I am representing two groups of educators, the American Personnel and Guidance Association and the 50 State Supervisors of Guidance. The 33,000 members of the American Personnel and Guidance Association are personnel and guidance workers employed in all levels of educational settings, in both public and private education, as well as counseling personnel working in a wide variety of community based agencies. The State Supervisors of Guidance are responsible for more than 60,000 counselors and other pupil personnel workers in all fifty states.

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Before I present our position, however, I would like to review briefly with you some of the history and accomplishments of guidance and counseling programs as previously funded. As you know, the passing of the National Defense Education Act, Title V-A, in 1958 resulted in great improvement in many facets of education across the country. The positive results of allocating federal funds for guidance services can be readily seen in a review of some of the progress made from 1958-1968.

1. The number of students receiving guidance and counseling services increased sharply. In 1958, there were 13,000 full-time equivalent secondary school counselors, ratio 1:960 and no elementary counselors. By 1968 there were 38,500 full-time equivalent secondary school counselors, ratio 1:450 and 4,000 full-time equivalent elementary counselors, ratio 1:9,600.
2. Local and state support increased as a result of the Federal incentive. Federal support rose from $4,819,990 to $24,500,000, state support from $420,128 to $14,000,000 and local support from $5,593,322 to over $252,311,500.
3. As a result of Federal incentives, testing programs to identify the interests, aptitudes, achievement and ability of students increased 5 times in the 10-year period.
4. A significantly larger proportion of the nation's youth completed secondary school and entered colleges or post-secondary vocational and technical schools.
    a. The high school retention rate improved 23.9 percent.
    b. The number of students enrolling in college increased 115 percent.
    c. The number of students enrolling in vocational-technical education increased 2,868 percent.

5. State education agency guidance and personnel services expanded.
6. Minimal and recommended standards for guidance programs increased.
7. Qualifications for State Supervisors of Guidance, Counseling and Testing were strengthened.
8. Counselors were better prepared as certification standards were established and improved.

These effects were felt in all fifty states and territories. Members of the American Personnel and Guidance Association and guidance supervisors of state departments of education believe that such remarkable accomplishments were possible primarily because NDEA Title V-A was clearly defined, because specified funding allowed each State to develop long-range plans, and because efforts could be spent on program implementation rather than on competing with powerful interest groups for funds.

In 1970, when NDEA V-A merged with ESEA III, the Congressional intent as specified in PL 91-230, Section 309(b) was to fund guidance and counseling services in each state to at least 50% of the fiscal 1970 NDEA V-A appropriation. In a few states, the merger was effected smoothly, and compatible working partnerships developed between the guidance and counseling section and the Innovative Programs portion of the Act. In Florida, for example, adequate funds for guidance and counseling were categorically allocated, over a three year period, with the Pupil Personnel Section of the Florida Department of Education (encompassing guidance, school psychology, and school social work services) maintaining operational control over the allocation. Consequently guidance and counseling in Florida has led the nation in several areas, including the development of State and district comprehensive guidance (K-12) plans, the categorical funding for elementary guidance and occupational specialist programs, the initiation of career counseling programs K-12, significant research efforts in the areas of human relations skills and leadership techniques, and comprehensive preventative drug abuse programs.

I list these items only to provide examples of what one state level program can do when conditions are right; that is, when adequate funds are available, when control of those funds is in-house, when funds are guaranteed over a long enough period of time to insure that long-range planning can be productive and true accountability possible, and when a good working relationship exists between the staffs of merged programs. (For a more comprehensive treatment of APGA recommendations for improvement of existing ESEA III legislation please refer to the attached document.)

Unfortunately, guidance and counseling services in many states did not fare well through the merger of NDEA V-A and ESEA-III. In some states the 50% *floor* was misinterpreted as a 50% *ceiling*, resulting in huge reductions in state level funding. Since in many cases Title III staff administer guidance and counseling funds, state level guidance programs are unable to control the expenditures of their unfairly reduced budgets. Such actions have, of course, severely reduced the effects of guidance and counseling programs in many states. The members of the American Personnel and Guidance Association believe that further mergers would compound existing problems;

that the potentiality of misinterpretation of the law will grow proportionately as more programs are consolidated; that competition for the same funds pits the powerful against the less powerful and reduces the ultimate effect of all programs; that consolidation for consolidation's sake is illogical; that guidance services will suffer unwarranted cuts in budget, programs, and autonomy; and that program accountability is unrealistic when earmarked funds are not specified on an annual basis.

As you know, our increasingly complex society demands that our education system be accountable not only to teach our children Shakespeare and modern math, but also to assume responsibility for instruction and guidance in areas such as drug education, decision-making, race relations, career development, and communication skills. These very important and integral components of the curriculum are generally the province of the school counselor. Yet, in spite of the increasing demand for counselors and their expanding responsibilities, it appears that Federal verbal support rises while financial support dwindles.

In closing I would like to reiterate the view of the members of APGA and the 50 State Supervisors of Guidance who are responsible for thousands of guidance programs around the State: that our desires in the form of federal support lie in a categorical funding package designed as was NDEA Title V-A, with autonomy and specified funds over a long-range period, to be used by each State according to its specific needs and plans. Barring this possibility, we advocate the continued categorical funding as a special section of ESEA Title III, hopefully with renewed guidelines to reveal the designated intent of the law. In any case, because of the great potential dangers to guidance and counseling services, we cannot support any consolidated package which does not provide for specific funds allocated to guidance and counseling.

Thank you, Gentlemen, for your time and attention. My colleagues and I are available to respond to any questions you might have.

Comments of the American Personnel and Guidance Association

Subject: Title III of the Elementary and Secondary Education Act, Supplementary Educational Centers and Services; Guidance, Counseling and Testing

Representatives: Dr. Robert H. Zeller, Chairman of APGA Federal Relations Committee and Coordinator, Academic Planning Project, Sangamon State University, Springfield, Illinois; and Dr. Patrick J. McDonough, Assistant Executive Director for Professional Affairs, American Personnel and Guidance Association

Date: October 12, 1972

Place: National Advisory Council offices
Suite 515
2100 Pennsylvania Avenue, N. W.
Washington, D. C. 20037

The American Personnel and Guidance Association appreciates the opportunity, given by the President's National Advisory Council, to present the recommendations of our membership concerning proposed changes in Title III of the Elementary and Secondary Education Act. The Association is particularly appreciative of the leadership exerted by your Chairperson, Mrs. Dorothy S. Robinson, and your Executive Secretary, Mr. Gerald J. Kluempke, for the kind invitation extended to us. Our Association is acutely aware of the dedication of all of the PNAC members in reviewing the administration, evaluating the programs and recommending improvements in the operation of Title III. We know that each Council member recognizes the legal responsibilities he has for both educational innovation on the one hand and guidance, counseling and testing on the other, as found under ESEA III. It is in this spirit that the American Personnel and Guidance Association makes its recommendations to you at this time.

However, before doing so, I would like to point out how these recommendations have been generated. Our recommendations are the synthesis of several separate thrusts. We have solicited reaction from our general membership and leaders by means of the APGA Legislative Flier and our national newsletter, The Guidepost. Responses are coming in daily. Additionally, we have just completed a comprehensive 2-1/2 day meeting in St. Louis, Missouri in which our seven member national federal relations committee; our Association President, Donna Chiles; and representative guidance leaders from six states and two large city school systems, have met and offered their recommendations for changes in the existing provisions of ESEA III. As a further point, let me say we used the PNAC staff-developed worksheet as a guide, and were therefore very much aware of the suggestions for change, existent therein, as well as the PNAC

Recommendations, made in your annual reports, over the past three years.

The recommendations which we now wish to make have been given careful thought and are representative of our 28,000 national membership. The Association expects to give this subject continued consideration up to Spring of 1973 when it plans to offer testimony concerning this legislation, when hearings should be scheduled by the 93rd Congress.

Major Recommendations

The major points that the Association feels are most important to the improved operation of the Elementary and Secondary Education Act, Title III, Supplementary Educational Centers and Services; Guidance, Counseling and Testing, are as follows:

Recommendation No. 1

The Association agrees with the recommendation of the President's National Advisory Council that the current name of Title III should be changed in the interest of better communication to legislators and the general public and as a more descriptive explanation of the role that Title III has in American education. The Association therefore recommends that the name of Title III of the Elementary and Secondary Education Act be changed to "Educational Innovation and Guidance".

Recommendation No. 2

The Association is adamantly opposed to the elimination of the words in Section 393, [illegible] (a) which are as follows: "... Federal funds may be used for the same purposes and the [illegible] of the same types of programs previously authorized by those Titles." The elimination of these words would be a frustration of the intent of Congress as the original provisions of PACE programs found under Title III, and guidance, counseling and testing programs found under NDEA, V-A, were intended to be preserved.

Further, the Association has some specific recommendations which identify ways that the language of Title III can be updated, especially as it affects guidance, counseling and testing. This language will be offered in the subsequent section dealing with "Specific Recommendations".

Recommendation No. 3

Since the Elementary and Secondary Education Act, Title III represents both the educational benefits derived from innovation as well as those derived from guidance, counseling and testing, the Association recommends that in every State Advisory Council there should be a specific provision that representatives of the areas of professional competence in elementary and secondary school counseling and guidance services be appointed to each State's Advisory Council.

Recommendation No. 4

The Association has been deeply appreciative of the work, efforts and the dedication of the National Advisory Council and its individual members. The Association has been particularly appreciative of the efforts expended by Council member Dallas H. Smith, Consultant from the Career and Personal Counseling Service of the Presbyterian Church of the United States. However, the Association views Mr. Smith's appointment as fortuitous rather than one resulting from the language of Section 309, which deals with membership on the President's National Advisory Council. It seems important to us because of the unique way in which innovative programs and guidance, counseling and testing programs were linked in Title III that appropriate representation be given to both aspects of this Title as found on the President's National Advisory Council. Therefore, the American Personnel and Guidance Association recommends that at least one person be appointed by the President to the Council who has professional competence in the area of guidance and counseling, and that this inclusion be made a part of Section 309(b) as a perfection of this Section under the National Advisory Council.

Recommendation No. 5

One of the particularly troublesome aspects of administration of the guidance and counseling provision of Title III has been the indefiniteness of amounts of money to be allocated in each State for the purposes of guidance, counseling and testing when an over all allocation of money was forthcoming to each State resulting from annual appropriations to Elementary and Secondary Education Act, Title III, Supplementary Educational Centers and Services; Guidance, Counseling and Testing. This troublesome provision is found in that Section of 309 which deals with the amount of money that each State shall receive for the purposes of Title V-A. In many instances, State Title III Directors have viewed the language in Sub-section 4 as a ceiling for funding, not a floor in allocating amounts of money to those State administrators responsible for the guidance, counseling and testing provisions of this Title. Therefore, the Association recommends the following perfection in sub-section 4: "(4) of Section 303(b) of such Title III an amount at least equal to the amount expended by the State for the purposes of Title V-A of the National Defense Education Act of 1958 from funds appropriated pursuant to such Title V-A for fiscal year ending June 30, 1970." The intent of this change is, that funds reserved for guidance and counseling programs in 1972 should be appropriated at least at the same level as those funds appropriated for NDEA, V-A, in fiscal 1970, to insure that guidance and counseling is an integral part of our educational system.

Recommendation No. 6

United States Office of Education shall appoint and actively involve a representative committee of State Directors of Guidance in the formulation and drafting of comprehensive guidelines for the administration of guidance and counseling under Title III. The intent of this recommendation is that in many instances State leaders in guidance feel they are called upon to review or comment on regulations after the fact. These leaders because of their unique position in administration of the Guidance, Counseling and Testing provisions of Title III, wish to be consulted and involved prior to the drafting of guidelines and in the drafting process.

Specific Recommendations

-- In Title III there should be a name change from Supplementary Educational Centers and Services; Guidance, Counseling and Testing to "Educational Innovation and Guidance".

-- Section 301(a), in the first paragraph this should read "the Commissioner shall carry out a program for making supplemental grants for vitally needed educational services not available in sufficient quantity or quality (i) which stimulate and assist in the development and establishment of exemplary elementary and secondary school educational programs to serve as models for regular school programs, and (ii) assist the States in establishing and maintaining programs of guidance and counseling.

-- Section 301(b), APGA agrees with the appropriations levels recommended by the Council in its worksheet.

-- Section 302(a)(2), the first sentence should read "from sums appropriated for making grants under this Title for any fiscal year, pursuant to Section 301(b), the Commissioner shall allot $100,000 to each State and shall allot the remainder of such sums among the States as follows:" The Association feels that the past allotment to each State is too low and should be raised to a much higher level.

-- Section 303(a), the American Personnel and Guidance Association disagrees with the recommended deletion of the words "Federal funds may be used for the same purposes and the funding of the same type of programs previously authorized by those Titles." as recommended by the PNAC worksheet. The rationale for this was stated earlier.

-- Section 303(b)(3), the Association agrees that the words "supplementary educational services and activities: where found in the text anywhere in the Title should be changed to the words "educational innovations" or "educationally innovative" as applicable. Additionally, wherever found in the text, the Association recommends that the words "guidance, counseling and testing" be changed to "guidance and counseling".

-- Section 303(b)(4) should be changed from the way it currently reads to the following language: "(4) programs, projects and leadership activities designed to expand and strengthen counseling and guidance services in the elementary and secondary schools."

-- Section 304(a), first sentence - the American Personnel and Guidance Association believes that the following change should be made: "(a) a grant under this Title pursuant to an approved State plan or by the Commissioner for an educationally innovative program or project ..." In addition, the Association does not believe that grants should be made available to institutions other than an elementary and/or secondary educational agency or agencies.

-- Section 305(a)(2)(A), the Association recommends the addition of a sub-section (iv) worded as follows: "areas of professional competence in elementary and secondary school counseling and guidance services."

-- Section 305(b)(1)(B)(i), the American Personnel and Guidance Association agrees that this section should be completely deleted and that the paragraph that follows

(ii) should be re-worded in the following manner: "a coordinated and developmental counseling and guidance program in elementary and secondary schools (i) that identify needs of students for counseling and guidance services, and (ii) that assist students in the decision-making process of educational, personal and career development and planning through understanding their interests, aptitudes and abilities, in light of the opportunities available to them.

-- Section 309(b), the Association feels that in the first sentence after the words "handicapped children" the following should appear: "and at least one person who has professional competence in the area of guidance and counseling."

-- Section 309(c), the Association agrees that the reporting date for the National Advisory Council should be updated to March 31.

-- Section 309(b)(4), the Association recommends that the wording be changed in this section to read as follows: "of Section 303(b) of such Title III, an amount at least equal to the amount expended by that State for the purposes of Title V-A of the National Defense Education Act of 1958 from funds appropriated pursuant to such Title V-A for the fiscal year ending June 30, 1970."

The above, then, represent the major and specific recommendations of the American Personnel and Guidance Association. Both Dr. McDonough and myself will be happy to answer any questions that the Council may have regarding these recommendations and the rationale thereof. Again, thank you for this opportunity to appear before you and to express our views.

Dr. LOMBANA. Unfortunately, guidance and counseling services in many States did not fare well through the merger of NDEA V-A and ESEA-III. In some States the 50 percent floor was misinterpreted as a 50-percent ceiling, resulting in huge reductions in State level funding. Since in many cases title III staff administer guidance and counseling funds, state level guidance programs are unable to control the expenditures of their unfairly reduced budgets. Such actions have, of course, severely reduced the effects of guidance and counseling programs in many States. The members of the American Personnel and Guidance Association believe that further mergers would compound existing problems; that the potentiality of misinterpretation of the law will grow proportionately as more programs are consolidated; that competition for the same funds pits the powerful against the less powerful and reduces the ultimate effect of all programs; that consolidation for consolidation's sake is illogical; that guidance services will suffer unwarranted cuts in budget, programs, and autonomy; and that program accountability is unrealistic when earmarked funds are not specified on an annual basis.

As you know, our increasingly complex society demands that our education system be accountable not only to teach our children Shakespeare and modern math, but also to assume responsibility for instruction and guidance in areas such as drug education, decisionmaking, race relations, career development, and communication skills. These very important and integral components of the curriculum are primarily the province of the school counselor. Yet, in spite of the increasing demand for counselors and their expanding responsibilities, it appears that Federal verbal support rises while financial support dwindles.

In closing I would like to reiterate the view of the members of APGA and the 50 State supervisors of guidance who are responsible for thousands of guidance programs around the State: that our desires in the form of Federal support lie in a categorical funding package designed as was NDEA title V-A, with autonomy and specified funds over a long-range period, to be used by each State according to its specific needs and plans. Barring this possibility, we advocate the continued categorical funding as a special section of ESEA title III, hopefully with renewed guidelines to reveal the designated intent of the law. In any case, because of the great potential dangers to guidance and counseling services, we cannot support any consolidated package which does not provide for specific funds allocated to guidance and counseling.

Thank you, gentlemen, for your time and attention. My colleagues and I are available to respond to any questions you might have.

Senator HATHAWAY. Doctor, thank you very much for your testimony. I am not going to ask any questions. I agree with you 100 percent, and I welcome your testimony.

DECISION OF FLOW ON FUNDS

Senator Beall.

Senator BEALL. Doctor, if I ask you a question it is not because I do not agree with you.

One of the things that we continually hear as we talk about categorical aids, categorical programs and combinations of categorical programs, is that the strong will get everything and the weak will get nothing. Everybody comes in and testified to the weak.

I am wondering who are the strong who are going to get all this money when these combinations are made. Who are the strong people so that the guidance people do not get it or the libraries do not get it?

Dr. Lombana. Every State is different. In Florida the strong people are the people with the strong lobbies. Reading programs have strong lobbies. Environmental education has strong lobbies.

I am sure this will vary from State to State. Guidance and counseling does not have a very strong lobby, and we are so busy serving the kids that we just have not had an opportunity to get terribly involved in the political situation.

Senator Beall. The assumption therefore is that all the decisions made by the State board of education or State school administrator are political in nature. Am I to assume we cannot count on States to make wise decisions, that these decisions all have to be made at the Federal level?

Dr. Lombana. No, I do not want to assume that, Senator Beall. I do feel that where money would go to a State in a block grant there are going to be lots of people competing for it. If we could be assured that competition and the funding was going to be based on the worth of individual programs and program need, I would be all for it, but it is my experience and my true belief that this just is not the way things work out in practice.

Senator Beall. Is it fair to assume needs differ from State to State or from educational department to educational department?

Dr. Lombana. Yes. I believe that is true to a certain extent.

I believe, speaking for my own interests, in guidance and counseling, that since we serve all children in all schools all across the country, our needs, our plans are generally felt throughout the Nation.

Senator Beall. Thank you.

Senator Hathaway. Thank you. Senator Stafford.

Senator Stafford. I have no questions, Mr. Chairman.

Senator Hathaway. Thank you very much again, doctor, we appreciate your testimony.

Our last witness is Mr. David Selden, president of the American Federation of Teachers. It is always a pleasure to see you again. Dr. Selden, would you introduce those with you.

STATEMENT OF DAVID SELDEN, PRESIDENT, AMERICAN FEDERATION OF TEACHERS, ACCOMPANIED BY PHIL KUGLER, ASSISTANT LEGISLATIVE DIRECTOR; GREG HUMPHREY, ASSISTANT LEGISLATIVE DIRECTOR; AND CARL MEGEL, DIRECTOR OF LEGISLATION

Mr. Selden. Thank you, Mr. Chairman and members of the subcommittee. My name is David Selden, and I am president of the American Federation of Teachers, AFL–CIO, a union of almost 400,000 teachers and other educational employees.

I am submitting my statement, but I do not intend to read it.

Senator Hathaway. Without objection, the entire statement will be made a part of the record and will be inserted at the end of your testimony.

Mr. SELDEN. I am accompanied by Carl Megel, our director of legislation on my right; by Greg Humphrey, assistant legislative director on my left; and, to his left, Phil Kugler, also an assistant legislative director.

The thrust of what I have to say really has to do with funding the Elementary and Secondary School Education Act. When the act was adopted in 1967 all of us in education were delighted and hopeful. We felt that this was the beginning of the Federal Government's assumption of its full responsibility for financing education. Those hopes have not been realized and the level of funding has not risen over the years in spite of inflationary pressures on the school systems and in spite of the fact that State level funding and local funding has risen a great deal.

The problems that are created by this limitation on funding are illustrated by some of the things that are going on now in the other House. It is like a bunch of rats in a cage fighting over a small piece of cheese.

There is, for instance, a proposal that funds be distributed, not on the basis of the present formula which takes into account the economic circumstances of children, but on the basis of some examination procedure.

Senator STAFFORD. Excuse me. Maybe we should note for the distinguished witness that all three of us at one time served in the other body, after hearing his description.

Mr. SELDON. I did not mean to criticize the other body—I just mean to say that things are happening in the other committee. A bill has been reported out which does have some very bad features. One of these is a proposal which would give local districts and States the options to claim their money on the basis of standardized tests.

One of the reasons given for putting this option in the bill is that census data, on which the present title I distribution is based, is outmoded. Well, when you test students you test them on what they learned last year, and that group of students is not at the same place by the time any funds would arrive, so that in terms of timeliness of data, testing is no cure.

If timeliness of data is the main consideration, local districts should be allowed to provide their own census data if they believe they are being unfairly treated.

There are other programs that have this kind of feature. About 15 years ago New York City felt it was getting shortchanged on Federal aid, and it ran its own census, which it was allowed to do under the then existing law. The census proved New York City was getting too much money, however, so they went back to the original figure. An option of that kind could easily be written into the bill.

Testing children and rewarding school systems on the basis of how poorly they are doing would be a bad system. The testing expedient is proposed, however, because the money in title I is going to big city school systems by and large because these are the school systems that have large numbers of children from poverty families. The members of Congress do not all come from big cities or poverty areas. Many of them come from suburban areas that are not favored under the present system, so they would like to get some of this money returned to their own districts. Instead of providing better funding for the whole program, we are breaking down into factions quarreling over a single piece of cheese.

There are other examples of the adverse effects of short funding. The U.S. Office of Education has come up with a principle which it calls concentration. This stems from a suggestion made by the present Attorney General, Mr. Richardson, when he was Secretary of HEW. He was, I believe, at this very table, when he ventured the opinion that money does make a difference in educational quality, but that you have to have enough of it to have some impact.

Somebody asked him how much that would be, and he said $300 more than we are spending now. This now has become doctrine, and it is called concentration. In principle it is a good idea, but not if you take the $300 away from some kids to give it to other kids. This is precisely what would happen because of the low level of funding of title I.

Primarily the problems in American education stem from lack of money. When I speak of lack of money I am not talking about getting more Federal funds for teachers' salaries, although I think teachers should be well paid. I would be willing to see some provision in the Federal aid bill which would provide for maintaining in the use of Federal aid the same proportion between money which goes into salaries and money which goes into other things as now prevails.

I would favor that sort of thing because very often the thought in the minds of listeners is, "This fellow is only trying to get a few extra bucks for some teachers."

Senator Beall. On that point you are saying you would favor a provision in the Federal law which stated that if we gave money to a district the money should be divided between salaries and other educational costs as it is now in that district? Is that what you are saying?

Mr. Selden. Yes.

Senator Beall. That assumes they have the proper relationship at the present time; does it not?

Mr. Selden. I would be willing to put in some tolerance limits. My main purpose is to take away the negative argument that all I am seeking is money for teachers' salaries.

Senator Beall. That assumes though that the present percentage relationship at the local level is correct. I am not sure that assumption can be made.

Senator Hathaway. Right.

Mr. Selden. I agree with you, but some measure could be devised. You could do it as a nationwide, average, perhaps, or maybe we could discuss a flat percentage, but the point is that I am not coming up here and asking for more Federal aid for education primarily to increase teachers' salaries, although I think that is a worthy objective.

We are primarily interested in the staffing ratio. We would like to see more teachers and more paraprofessionals and more specialists in the schools in order to help teachers do the kind of job they want to do.

At the present we have layoffs of teachers and other education employees. People talk about a teacher surplus. There is no teacher surplus. There is a money shortage. The teachers are there and willing to work, and the students need the teachers.

It is the administration and Congress which is denying the children the educational service that they need.

Senator HATHAWAY. What is the basis for that? What teacher-pupil ratio is an ideal ratio? You say there is not a surplus now. Are they teaching 1 to 20 or 1 to 25?

Mr. SELDEN. No. It depends on the level of schools, but in elementary schools, which in my mind are crucial, it is probably higher than 1 to 30.

Senator HATHAWAY. Not 1 to 40?

Mr. SELDEN. No, but then you are talking about the ratio.

Senator HATHAWAY. What does your research data show?

Mr. SELDEN. I have in my hand some programs that we have devised called comprehensive program for American schools. It is a national design for model schools which do have adequate staffing ratios, and in the elementary schools we talk about no class exceeding 22 pupils, which means a ratio of about 1 to 16.

Senator HATHAWAY. With the supplementary teachers included?

Mr. SELDEN. That is right.

Senator HATHAWAY. Do you have data there that backs that up as being an ideal ratio?

Mr. SELDEN. Yes.

Senator BEALL. On that same point about the teachers not being in oversupply, are there sufficient schoolrooms to use all of the teachers at the present time?

Mr. SELDEN. Yes, sir.

Senator BEALL. At the present school schedules?

Mr. SELDEN. Yes, sir. There may be some localities where building programs would be necessary, but on a national average there is enough plant space if used efficiently to provide a place for every teacher to teach.

Senator BEALL. I thought I read that we have too many social science teachers. I also read we do not have enough math and science teachers. Is this correct?

Mr. SELDEN. That data I think is rather out of date. At one time there was a shortage of math teachers in terms of the positions available. At the present time the supply-demand in terms of positions available is about adequate, but the point I am making is that the positions have been eliminated—5,000 of them in New York City, to give an example; a thousand or more in Detroit; and many other areas have cut back on positions without a proportional decrease in enrollment.

Class sizes have gone up. Curricular offerings are reduced. As you reduce the number of teachers, you do drastically affect the quality of education.

Senator HATHAWAY. You mentioned, your first point, that you thought there ought to be increased Federal funding, and I would agree with you. One of the reasons for not getting it is there is no real public support for Federal funding for education.

I think one reason there is not more public support is that the public is generally disappointed with what the schools produce. They turn out kids who are not equipped to be employed anywhere; they have no particular skills. I am going to offer an amendment to the effect that no school be entitled to any Federal money unless it has as part of its curriculum skill training which is mandatory so that every high school graduate, whether or not he is going on to college, will be able to hold a job.

It is foolish to require kids to take 4 years of a foreign language in school when they are not going to use that language.

Mr. Selden. No high school requires 4 years of a language.

Senator Hathaway. The kids have to take enough so they can satisfactorily pass the language requirement. Maybe they can do it in 2 years, but there is no necessity for them taking any if they are never going to speak the foreign language.

Mr. Selden. We are very far afield. I hold no great brief for the present high school curriculum, but it has modified a great deal since you and I went to high school.

Senator Hathaway. But not as much as I would like to see it.

REVENUE SHARING IN EDUCATION

Senator Stafford. Mr. Selden, are you familiar with the President's proposals for special revenue sharing in education?

Mr. Selden. Yes, I am.

Senator Stafford. Would you care to state what your reaction might be to them?

Mr. Selden. I am rather ambivalent about them. I think that there is a need for grant consolidation, and we met with some representatives of the administration yesterday to discuss that matter. I think that they made a pretty good case on grant consolidation.

I do question the whole principle of revenue sharing, however. I think that it is passing the buck on policy.

We are saying we are going to pass the money back to the States and the localities because they know best what to do with it, but States that have been running poor school systems all along, who have been depriving people of proper education on racial and other improper grounds, are not going to be improved just by getting more money. There must be Federal leadership. Under the special revenue sharing plan States would be required to devise a plan for utilizing the money, but that plan would never be given to anyone with a broader interest, a national interest, for any kind of evaluation.

Yes, you have to have a plan, but there are no standards or very few standards which would require the plan to be fair and equitable.

I just am not in favor of taking my money and sending it to Missisaw or whatever State, and letting them do with it whatever they feel they want to do with it.

Mr. Humphrey, who is an assistant legislative representative, would like to comment.

Mr. Humphrey. I would just like to say something in connection with what Senator Hathaway said earlier. One of the proposals outlined to us was consolidation of vocational education. They did not give us much in the way of details.

On the surface I must admit there was some merit to it. On second thought, one of the problems of vocational education, if you do not have Federal standards, if you do not have some sort of legislative priorities, so much of this money can end up, as an example, in homemaking and consumer education, this sort of thing. We are not against either of those factors, but that is hardly a way that you can use or best utilize vocational education to accomplish the purpose Senator Hathaway made, to prepare an individual to provide him with a skill so that he can gain useful employment.

I am very much afraid, we as an organization are very much afraid, if you deal specifically with vocational education and you have this problem with other categories as well, in that manner turn it over to the States without what we call priorities of the administration, without the strings, you are going to end up with this money being used in a manner that is just not very productive either for the individual who comes out of the school with some vocational ed or for the country as a whole.

Mr. **Selden**. In other words, we say that if you go to the store for a loaf of bread you do not want to come back with a bag of crumbs.

Senator **Hathaway**. So you are in favor of the regional offices being more or less autonomous, making decisions on applications within the regions?

Mr. **Selden**. I am in favor of regional offices. I do not know how autonomous they should be. There are regional practices, particularly in racial matters, that are not in the national interest, and I would hate to establish another barricade behind which people could hide and carry on racist practices.

However, I do think it would be a good idea to provide access on the part of local school systems and local teacher groups to the Federal bureaucracy. This might be a way of doing it. HEW did have regional offices, and just when we were beginning to utilize them, they were amended out of existence or administrated out of existence. I do not know what happened to them, but they were discontinued.

Our experience at that time was not too good because the people who were in the offices seemed to have no authority. We would like to see some way in which regional offices could be given a degree of authority. Primarily we are looking for access into the Federal bureaucracy, and this might be one way of doing it.

Senator **Hathaway**. My understanding is this administration of regional offices does have by Executive order more authority than they have had previously.

Mr. **Selden**. This is unknown to me.

Senator **Hathaway**. This Administration is moving under the Executive order.

Mr. **Selden**. Yes, that is the intent, but at the present time I do not think there are any.

[Senator Pell assumed the chair.]

Senator **Hathaway**. Let me ask you one question with regard to the free formula which you criticize. I am not necessarily an advocate of it. Do you not think we ought to be pouring the money into those areas where the education is inadequate, regardless of whether it be high or low income areas, where the education is very poor, where they need the money?

Mr. **Selden**. No, Senator. If a district has a high assessed valuation per child and still has a lot of kids that are not learning up to snuff, something is wrong with the school system, and it should not take Federal money to cure it.

You should look to the local administration, or look for special local conditions. Wealthy districts have the money to run good schools without massive Federal aid. What the proposed changes in the title I formula are designed to do is to put money where there already is money, and where the district does not qualify for aid at the present time.

Senator **Hathaway**. Do you not think it will roughly correlate the areas where the tests show the children are not doing as well will be the poor areas?

Mr. **Selden**. Yes; but there are better indexes of educability of children. For instance, New York City has a category of school called a special service school. Such schools receive extra staff allowances. The formula for determining a special service school takes into account attendance figures for the school, involvement of children with courts, poverty figures, mobility—that is, the frequency of kids transferring in and out.

This is a very accurate way of predicting the success that a school is going to have. It establishes a degree of difficulty related to the educational task confronted by the school. That sort of formula would be much superior to the testing idea.

Furthermore, there is more to the testing thing than meets the eye. It involves not only testing kids, but testing of a whole new theory of education. It is tied to a certain kind of testing: criterion-reference tests. Criterion-referenced tests are a hot thing in education now, and those of us who have been around education a while have learned to be somewhat cool toward hot things until we see how they really work out in practice.

Education is notorious for discovering the "innovation of the year"—something new that is going to solve all the problems.

Senator **Hathaway**. Thank you very much.

Senator **Pell**. Thank you, Senator Hathaway.

Mr. Selden, I have just one question of a general nature. What is your view with regard to the Jencks theory that schooling really does not make much difference; it is all a question of the environment?

Mr. **Selden**. Somebody said Jencks spent 5 years and 400 pages to prove that the United States needs socialism. Someone else says that Jencks is right: You cannot cure ignorance by throwing money at it, and you cannot cure measles that way either.

I think his whole basic assumption is wrong. Schools do not exist primarily to equalize income. Public schools exist to give us an informed citizenry so that democracy can work. That is their primary purpose. Beyond that they exist because individuals need schooling to live fuller and more satisfactory lives.

You cannot have those things on a mass basis without a mass education system, and the better it is, why the better our country will be.

Senator **Pell**. We have tried to get Mr. Jencks to come before the committee but he has been a rather elusive guest, but we are still trying to get him to hear his theory.

Thank you very much. It is always good to see an old friend of the committee like you.

[The prepared statement of David Selden and other information supplied for the record follows:]

STATEMENT BY DAVID SELDEN, PRESIDENT
AMERICAN FEDERATION OF TEACHERS, AFL-CIO
BEFORE THE SENATE SUBCOMMITTEE ON EDUCATION
ON TITLE I OF THE
ELEMENTARY AND SECONDARY EDUCATION ACT

SEPTEMBER 11, 1973

Mr. Chairman, members of the Subcommittee, my name is David Selden and I am President of the American Federation of Teachers, AFL-CIO, a union of almost 400,000 teachers and other educational employees.

The AFT is pleased to come before this distinguished Subcommittee to share with you some of our ideas of what should and should not be done with the current Elementary and Secondary Education Act Title I program in any new authorization program. First, we would like to take this opportunity to thank the Chairman and members of this Committee for the service you have rendered to all education in the past, both by passing good legislation and also by attempting to keep the Office of Education honest in its administration of the programs you have designed -- by no means an easy task.

We have, of course, followed your action on the regionalization proposal, the confirmation of various HEW officials, and other matters. I can only say that this Committee has done its very best to oversee the education programs which are now in the hands of an administration hostile to educational needs. For this we are grateful.

We feel it is necessary to deal with Title I first from the level of appropriations that have been made available. As you know, when the Elementary and Secondary Education Act bill was first planned it was designed as a compromise between general aid to all public education and the various proposals for categorical aid for specific purposes. But always in the back of the minds of all of us at that time was that ESEA and most especially Title I would be a vehicle for raising the level of federal investment in education to a point that would ultimately allow the enactment of a General Aid Bill that would provide federal support for all school children. I remember from conversations I had at that time that we thought this process would take a few years but that by now we would be ready to go to work on the General Aid Bill.

Of course, something happened that has since rendered our optimism as unfounded. The election of President Nixon and his subsequent string of education appropriations vetoes has kept the Title I funding level pretty well locked in place. Even though the needs have increased and inflation has pushed up school costs the funds have not increased appreciably. The outlays for Title I have not grown over the past three fiscal years and our hopes of what could be accomplished through a well funded program of compensatory education for educationally disadvantaged children have been put into the deep freeze.

We had anticipated two goals when ESEA was passed in 1966: one was a program to fund compensatory education programs and the second was the raising of overall federal investment in education to a level that would set enactment of general aid to all public educational agencies as a federal priority. Progress toward both goals has been hampered by the severe limitation of available funds. While the exact point at which this is possible is unclear, the current level of expenditure does not meet our criteria for the funding of a General Aid Bill. This fact leaves us little in the way of major changes that we can suggest. While we know that members of this Committee feel that the current program is not doing the job it should, we feel that at this time, given the attitude of the President toward federal spending on education, that any new legislation must continue to concentrate available resources on those school children and school districts most in need. We feel that the current Title I concept of aiding primarily school districts with economically disadvantaged children is imperative given the lack of available funds for other school districts which also need federal aid.

I would like to comment if I could about one of the proposals for Title I distribution advocated by your counterpart committee of the other body. That is the idea that Title I funds should be distributed within a state according to the results of a test. In general there are three problems with testing: validity, reliability and cultural bias. It is safe to say that prior notions of the usefulness of testing in the area of educational achievement are undergoing re-evaluation. There is at this time no consensus among educational researchers about the validity or even the concept of standardized testing as a measure of educational achievement let alone agreement to the validity of any one test. If the Committee is interested in this question we have brought some supplementary information which we will be happy to provide at your request.

Title I Effectiveness

During the past five years of Title I Aid, it has been noted that urban and rural reading scores and arithmetic skills have generally declined and since Title I has in large proportion gone to urban and rural areas, as distinct from suburban districts, there is a general tendency in gross evaluation to declare Title I a failure. What should be remembered is that Title I never had reading ability and arithmetic skills as a concrete goal. It is therefore misleading to measure the effect of Title I through evaluation of nationwide trends in reading or arithmetic scores. While scores have dropped, the question remains as to how far they would have dropped without Title I. No such information is available. Just as there are no statistics available as to how many people have not died because of our public investment through medicare and medicaid in health care. We cannot say for certain how many people have not become ill because of our publicly-funded health research. We cannot even say how many have regained their health because of it. There are no figures available as to how many wars have been prevented by our massive investment in national defense. In fact no hard value can be placed on the benefits to our citizens from any of our public spending programs. It seems to us unfair that somehow education is the only public service asked to provide hard data showing specific improvements. Nevertheless we believe improvements in both reading and arithmetic scores would be possible with an adequate Title I funding level.

Title I has had several beneficial effects. First, before 1966 compensatory education was virtually unknown in the United States. While there were scattered programs it was generally not accepted or even understood that resources would have to be concentrated on children from disadvantaged backgrounds if they were to approach the achievement levels of their nondisadvantaged peers. Because of the incentive factor in its formula Title I led to the establishment of state compensatory education programs where none had existed before. Secondly, one of the continuing problems in American education is the unequal distribution of resources among and within school districts. Although Title I was not established as an equalization program it has had some equalizing effect. Most states prior to Title I tended to have state aid formulas that favored suburbs over urban areas. Title I of course favors the latter and has moved expenditure patterns toward equalization. The Supreme Court has now said that equalization of school expenditure is a matter for the legislative branch. We think that Title I has had a beneficial effect on resource equalization as one of its accomplishments in spite of the fact that it has never been funded at much more than half of its modest authorization.

Formula

It is clear since the 1970 census that the current Title I formula has become a political liability. This is essentially due to the Nixon Administration's starvation budget for Title I. Under the current formula many states (mostly southern and rural) would lose large sums of Title I money to the urbanized industrial states. These changes occur because of population shifts and because increases in AFDC continue to increase in the North at much faster rate than in the South. Politically it does not seem possible to pass a bill in the U.S. Senate that allows four states (New York, California, Michigan and Illinois) to receive over one-third of the available Title I monies. This is not to say that the current formula does not reflect needs. We believe the major concentrations of educationally disadvantaged children are in our largest cities and should receive a proportionate share of compensatory education money.

Concentration of Funds

The Administration, when it was pushing for a bill misnamed "Equal Educational Opportunity Act", produced some data that showed marked improvement in educational achievement when $300.00 in compensatory education money was spent on each educationally disadvantaged child. There are of course some 9,000,000 disadvantaged children in the U.S. This calls for a 2.7 billion dollar appropriation for Title I. But the President would never agree to such a figure, and thus any question of increased fund concentration becomes a robbing Peter to pay Paul operation.

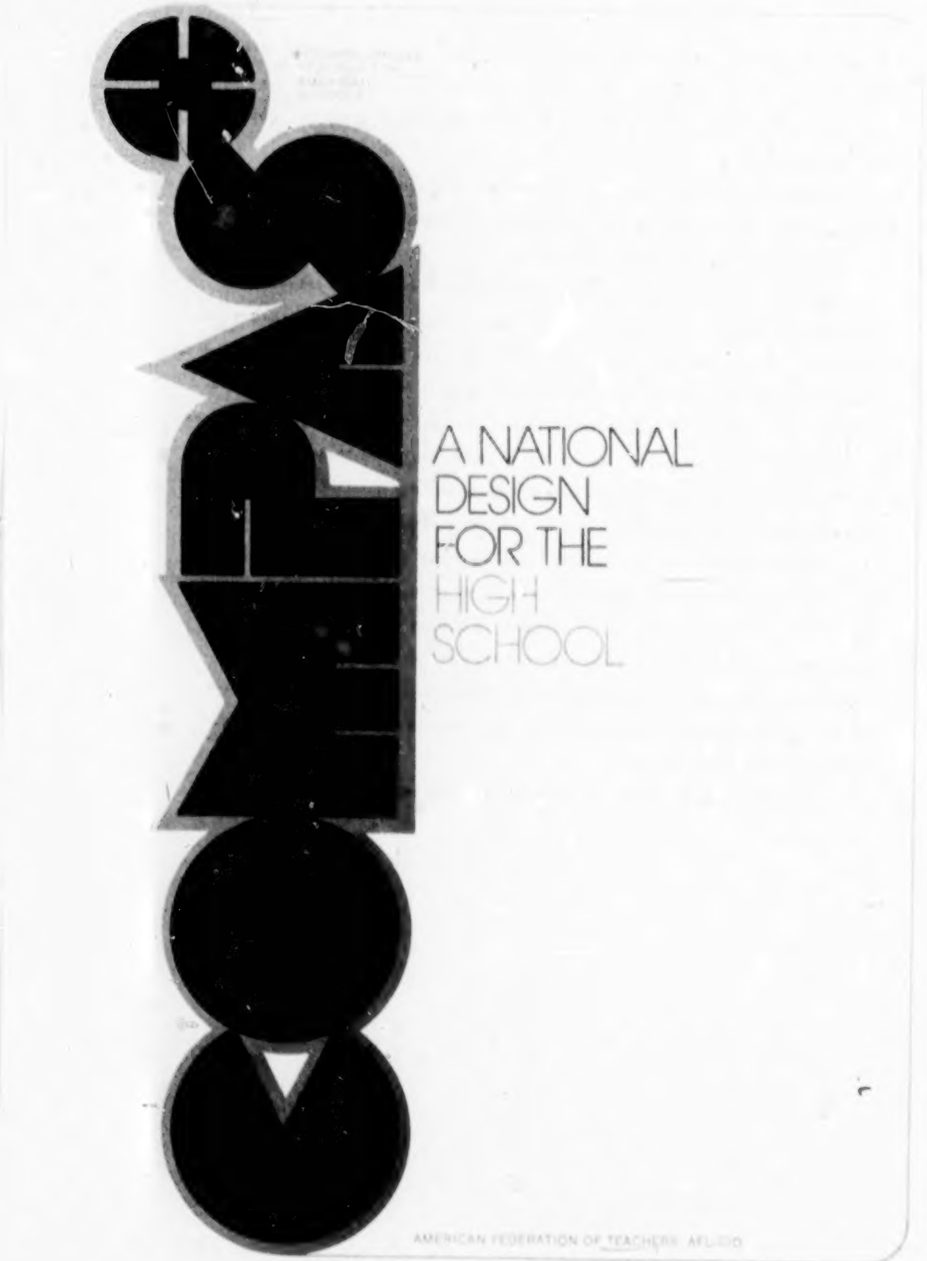
We urge that as more funds become available more money will be concentrated in the districts of greatest need. The current practice of reducing the Title I constituency to conform to available funds is unconscionable, cruel and most of all ineffective.

In summation, we hold that short funding has significantly diminished Title I effectiveness. Our suggestion for improvement and change starts with providing enough money to allow the program to function.

Secondly, if reading and arithmetic ability are to become the criteria for measuring the success or failure of Title I programs then the goals of the program ought to be clearly defined. The AFT has designed a new program called "Comprehensive Program for American Schools" (COMPAS) that is aimed at creating the learning environment that produces increases in mechanical skills. This program is the successor of our successful more effective schools program, and while it deals essentially with local school problems, I would be happy to answer any question in regards to this program. We have appended a copy of the COMPAS program to our testimony.

We do not believe that the current Title I program has been a failure. We feel that the program itself has been failed by an administration that holds public education in contempt. While we are amenable to changes that would improve the educational opportunities for disadvantaged children, we reaffirm that with limited resources those most in need should receive priority treatment. We urge you to continue the Title I program as the major vehicle for funding compensatory education in the United States.

I would be happy to answer any question the Committee might have.



A NATIONAL
DESIGN
FOR THE
HIGH
SCHOOL

AMERICAN FEDERATION OF TEACHERS AFL-CIO

1833

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FOREWORD

Almost as soon as the right to collective bargaining began to be won by teachers in the early 1960's, members of the American Federation of Teachers started to translate their conceptions of optimum teaching and learning conditions into the language of collective bargaining contracts.

The first such design was negotiated for a selected number of elementary schools in New York City in 1964. Similar programs were incorporated into union contracts in Cleveland, Baltimore, Yonkers, Chicago and Detroit and into legislation in California and Colorado.

The most famous of these programs was the More Effective Schools plan in New York. It provided for four teachers for every three classes; class size maximums of 22 (15 in kindergarten); increased supportive personnel, such as psychologists, psychiatrists, speech and hearing therapists; reading, art, drama and other specialists; more teacher aides, and greater teacher and parent involvement in administrative decision-making in the school.

The More Effective Schools program was tested, retested and tested again. Such agencies as the Psychological Corporation and the American Institutes for Research found that it accelerated the learning rate of children, just as the teachers who designed it planned that it would, and the United States Office of Education chose it as "exemplary." Project READ in Chicago, the Neighborhood Education Centers in Detroit and other saturation programs showed similar successes.

The demand for similar designs at all levels of education—from pre-school to the community college—prompted the Executive Council of the AFT to establish the Council for a Comprehensive Program for American Schools (COMPAS), under the chairmanship of Simon Beagle, who headed the National Council for Effective Schools for many years and is a nationally known advocate of grassroots teacher involvement in educational design and decision-making.

The work of the various COMPAS committees under Mr. Beagle's tutelage has resulted in four National Designs—for the elementary school, the middle school, the high school and the community college. The AFT is proud to present its Comprehensive Program for American Schools as its answer to those critics who believe that the way to solve the problems in education is somehow to tinker with the only relationship which results in learning—that between the teacher and the taught.

David Selden, President
American Federation of Teachers

1835

PREFACE

This report is the result of much thought and study by members in the American Federation of Teachers. The basic guidelines were first suggested by the Senior High School Committee of the United Federation of Teachers (UFT), AFT Local 2. These guidelines were studied and discussed at a series of AFT regional conferences held during the 1971-72 school year. A tentative draft, including suggestions from these conferences, was prepared and submitted to AFT locals throughout the country for their reactions and suggestions. A final draft was then approved by the AFT Executive Council.

Simon Beagle, Chairman
National Council for a Comprehensive
Program for American Schools (COMPAS)

September, 1973

THE RE-DESIGNED HIGH SCHOOL

Introduction

This proposal pre-supposes that there is no single plan or structure which will or should fit the needs of all students. Moreover, the proposal details educational experiences which should provide for considerable educational diversity.

However, the recognition of the crucial need for diversity does not mean that all educational structures are equally good or that some organizational patterns should not be preferred over others. We consider the following proposals about the structure, organization and curriculum to be the best way to improve the educational environment in our nation's high schools.

Philosophy

Our proposals are based upon *four* premises which give the report unity and direction. These are:

1. High schools must provide a meaningful educational experience for all students whether they differ in ability or socio-economic background. Specifically the educational experiences in a high school must be diverse and open to all students.
2. High schools must structure their educational experiences to foster meaningful educational inter-actions between the school, parents, and the immediate larger community. We accept the principle of interchange between students, teachers and urban resources. We reject any educational concept which limits the inter-change and isolates students and teachers from the urban resources.
3. High schools must be particularly sensitive to the changing needs and interests of both students and teachers, especially in a time of rapid technological change and anticipated increased pace of change.
4. High schools must cultivate an educational environment which protects and nurtures student and teacher individuality within a framework of personal security and social responsibility. Schools must provide for both teachers and students important areas for individual choice, self-initiated activities and individualized instruction and counseling.

To achieve these goals, the following structure, staffing, facilities, curriculum and program are necessary.

Structure

A comprehensive high school of approximately 2,000–2,500 students with a flexible curriculum affords the most meaningful structure for the typical high school in the 1970's. By comprehensive, we mean that the curriculum, offered to all students, should include liberal arts, pre-professional and trade and technical courses which would prepare the student for entry into a particular occupation, as well as maintaining the option of continuing education. Again, it is necessary to note that the advocacy of the comprehensive high school as the typical structure does not mean that alternative forms of education should not exist for a limited number of students with special needs. For example, students who have to work but wish to continue their education, or those who wish to major in music, art, performing arts and those older students who only wish to prepare for the equivalency examination so that they can continue their education in a technical vocational school.

Staffing

Without a sensitive, secure, enthusiastic staff, no urban high school can transform brick and steel into an educational institution which is sensitive to student needs, or receptive to the subtle interplay among teachers, pupils and parents. To achieve this within the comprehensive high school of the 1970's, there must be a sense of equality between staff and administration as well as an innovative use of teachers and other supportive personnel.

No program can succeed, especially one which depends upon teacher flexibility, creativity and sensitivity without the necessary number of teachers and supportive personnel. Consequently, there must be a pupil-teacher ratio which provides for individualization of instruction and cooperative development of curriculum by teachers and pupils.

In addition to the actual teaching staff, there must be a sufficient number of supportive staff, such as, guidance counselors, school aides, para-professionals, social workers and security guards to handle the usual tasks of attendance, patrol and the increasing burden of security. Moreover, there should be an increasing use of specialists to provide teachers with technical assistance in the use of the newer media.

1. To enable teachers to individualize instruction and plan curriculum cooperatively, teachers should teach a maximum of four forty-minute periods or eight twenty-minute modules if the school is so organized. (Note: Modular scheduling is an organizational technique providing for flexibility in the use of time for student classes. Classes may be 1, 2, 3, or 4 modules in length depending on educational need.)

2. To help humanize the school environment, for one period a day—forty minutes or two modules, teachers should be available to confer individually with students who need remediation or are pursuing an independent research topic.

3. Class registers in all non-shop subjects should contain no more than twenty-two students. Class registers in occupational subjects should not be more than fifteen.

4. Teachers should receive a time allotment for the preparation of curriculum materials so that the prepared materials are excellent and immediately relevant to their students.

5. Provision should be made for ongoing teacher training, research and reevaluation of the redesigned high school.

6. There should be one full-time licensed guidance counselor for every 200 students to allow students to discuss privately their educational and vocational interests. This ratio would allow the guidance counselor to use his time exclusively for counseling.

7. To make it possible for teachers to devote all their time to teaching, there should be sufficient number of secretaries, para-professionals and security guards who should take attendance, patrol, fill out college applications, etc. In addition, schools should make the maximum use of

data processing so that information about all students is instantly retrievable.

8. There should be a sufficient number of laboratory specialists and audio-video technicians to help the teachers with the preparation of experiments, tapes, etc. Specifically, each 2,500 pupils need two full-time audio-visual technicians, and laboratory specialists for Math, Foreign Languages, Physical Science and Biological Science, and Industrial Arts.

Facilities

Much of what occurs in a school or classroom is influenced by its facilities. Although education is more than any building, the space, its proportions, divisions and flexibility directly influence the course offerings, the type of teaching, and, more important, the educational climate.

The two most important concepts which should shape the type of facilities in a comprehensive high school of the 1970's are flexibility and availability. Both are necessary if the school is to generate an atmosphere that is sympathetic to innovation and promote individualization of instruction.

By flexibility we mean two distinctly different things. One, the building must contain a sufficient number of different types of rooms or convertible spaces to provide varying-sized groups with adequate space. Secondly, the space must be easily divisible or unified as needs of teachers and pupils change daily.

1. There must be ample space for 2,000–2,500 full-time students without overlapping, double, triple or split sessions. This shall include ample space to guarantee the safety of students in all classrooms including shops, gyms, music rooms, and other specialty areas. (Note: It is suggested that flexibility may be used in applying the maximum student population where the school building site is in a high-population density area and high-real-estate cost area.)

2. There should be a sufficient number of shops to accommodate instruction in at least six occupational skills.

3. Every classroom should contain built-in audio-visual aides, such as screens, projectors, maps, tape recorders, etc.

4. Staffed subject area resource centers should be directly adjacent to classrooms where students can engage in independent study or committee work.

5. Suites of rooms should be available to facilitate the organization of mini-schools of approximately 100–400 students who have similar interests such as College Bound, Practical Nursing, etc.

6. Each floor would have a large professionally-staffed library media center for independent research.

7. There should be professional staffed laboratories for remediation in Mathematics and Reading.

8. There should be office space for each teacher, as well as an office for each guidance counselor.

9. All schools should have co-educational facilities.

Curriculum

The curriculum of the 1970's must be a direct outgrowth of pupil-teacher interaction and developed cooperatively, within the school, within the framework of City and State standards. Therefore, teachers must be given time to originate and evaluate curriculum materials. Sufficient time to attend curriculum conferences and workshops should be provided. Teachers and pupils must also be involved directly in the ordering of books and materials.

The curriculum itself should contain a wide range of course offerings within which the student, with the proper guidance, should be free to choose. Students should be able to pursue either a Liberal Arts, Pre-Professional or Trade and Technical program.

1. Teachers should have sufficient time for the cooperative development of curriculum materials so that the curriculum is specifically designed to meet the individual needs of students in a particular high school.
2. All curriculum areas should have equal value.
3. Students should not be required to repeat the same courses they have failed in those subject areas where other equally-acceptable courses exist to meet state requirements. The student high school transcript shall reflect all courses taken and grades received. (Note: There is a limited number of courses that are sequential.)
4. Wherever possible curriculum materials should utilize community resources to extend the range of students' experiences as well as make the students more conscious of the community in which they live.

Examples of specific curriculum techniques which we endorse are: independent study, educational skills center, 4-1 programs, and the open classroom. (See appendix)

Program

The program should provide a flexible vehicle for teacher and pupil inter-action and assist both in achieving their educational goals.

1. Students' programs should contain at least 8 forty-minute periods including lunch, or, if the school is organized on 20-minute modules, then a typical program should have a minimum of 16 modules. This is the very minimum for all students to achieve the necessary educational goals.
2. There should be a complete program of co-curricular activities, including sports, clubs, etc. open to every student. Students enrolled in trade and technical programs should be provided with a minimum of nine 40-minute periods including lunch (or its equivalent).
3. Each student should be able to select his or her program with the assistance of a qualified guidance counselor who is personally responsible for all the educational guidance of the student.
4. Where possible, and where the staff so desires, the school year may be divided into the appropriate number of 7–8 week cycles to allow greater flexibility and variety of courses. To carry this out, computer time should be available for programming.
5. Where possible, both teachers and pupils should have the widest possible choice of courses consistent with the total structure of the school and consistent with excellence in quality education.

SPECIAL SCHOOL SERVICES

Today a school is called upon to meet non-educational needs of students which formerly were met by the home or by the community. A student's medical, dental, nutritional, social and emotional needs are directly related to his or her school achievement. This is especially true for the many students who live in economically deprived areas and homes. The AFT recommends:

- Each school should have readily available medical, dental, and nutritional services for students who may need such.
- Each school should have adequate psychological, guidance and social work services available when and where such services are required. A clinical team consisting of a clinical psychologist, a guidance counselor and a social worker should be made available for each school with registers of 500 or more. Schools with registers below 500 can plan to share the services of such supportive clinical teams (perhaps one team for two schools).

EDUCATIONAL TOOLS AND SUPPLIES

Students and their teachers need a wide variety of educational texts, material and equipment. School districts must provide a budget for each school to permit it to obtain such needed educational tools and equipment readily, without delay, when needed by the school staff. The AFT recommends:

- The overall needs of the school and its components should be budgeted in advance for the entire school year.
- Each school should be allowed a special contingency fund based on school registration and its special programs to allow it to meet its own special needs without undue delay.
- Teachers should be encouraged by providing a class "kitty fund" to develop new and creative instructional material and programs.
- A non-complicated but effective accounting system should be set up for each school under the direction of a staff member knowledgeable about accounting procedures.

AUXILIARY ASSISTANTS

Schools, like hospitals do now, must free their professional staffs from time and energy-consuming chores which can best be performed by non-professionals. In order to permit our educators, especially the classroom teachers, to meet their professional responsibilities, the AFT recommends:

- The employment of a sufficient number of school auxiliaries (teacher aides) to perform those duties which now are being performed by the professional staff, e.g., patrols, collection of funds, delivery of supplies, care and delivery of special equipment, care of bulletin boards, record keeping, and such other non-teaching duties which now consume the time and energy of the professional staff.

- The development of guidelines which would protect the rights of such school aides while making effective use of them.

STAFF TRAINING

There is general recognition that effective teacher training programs are most important for effective education. This is especially true for staffs in those schools which may be selected to begin implementation of such programs as suggested by the AFT. The AFT recommends:

- Discussions be held between the school district and the nearby colleges and universities which train the major segments of the district's school staff to formulate realistic teacher pre-service education programs.
- The selected schools become educational laboratories for such colleges and universities with possibilities for training programs for teachers during the school day and after school hours.
- The selected schools become teacher resource and teacher training centers with carefully planned cooperation between schools of education and the school district.
- The staff exchange program to be planned and implemented between the selected schools and the schools of education in each of the cooperating colleges and universities.
- The cooperation and involvement of the State Department of Education be sought.
- Time and resources be scheduled for all involved in such staff training programs.

RESEARCH AND EVALUATION

No one discipline or professional group has a monopoly of wisdom or all the needed skills even in its own special area. Education is no exception. The need for continuing research is important and so is the need for timely well-conducted evaluation of educational experimentation and programs resulting from such research. This is, of course, also true of existing educational programs. Of paramount importance is the involvement of the actual practitioners, the classroom teachers, in such research and evaluation. The AFT recommends:

- Classroom teachers must be provided the time, resources and special assistance to carry on their own research; experimentation with innovative use of techniques, material, curriculum content; cooperative evaluation of the results of their research and experimentation; and corrective modifications as they may be suggested by the findings from such evaluation.
- Provide for an evaluation of the total school program by an accredited outside evaluative agency with the school staff involved in the process.

DEMOCRATIC STAFF INVOLVEMENT

It is essential that the school staff, especially the classroom teachers, be genuinely involved in determining school policy, and in the implementation of such policy as may concern them. Such involvement will make for effective cooperation, coordination and implementation by a concerned understanding staff—to the advantage of the students. The AFT recommends:

- Teachers, individually and collectively through their chosen representative, should have opportunities to consult with the school administration and be involved in decision-making policies.
- Time must be scheduled for such discussions, consultations and classroom preparation.
- There should be enough personnel to allow each classroom teacher to meet with colleagues, parents, students, community leaders, supportive services, etc. without depriving children of instructional time.
- Each staff member should be scheduled time to make this possible.

INTEGRATION

The AFT's program stresses that quality education and school integration are both necessary if we are to educate our nation's youth to live in and give support to an integrated society to which they are committed and in which they have a personal stake. Such an integrated and pluralistic society does not mean the elimination of the values that can be derived from the sharing and the development of the contributions from the multi-ethnic groups in our nation.

Therefore, the AFT recommends:

- The elimination of the track system.
- The organization of heterogeneous class groups based on sex, class, race, ethnicity, achievements, adjustment, etc. Since the AFT national high school design makes possible individual student programming, the organization of heterogeneous class groups should create no problems.
- The training of staffs in the techniques and understandings needed to work effectively with such heterogeneous class groups.
- The creation and purchase of materials and texts furthering integration.
- The development of proper relationships with all groups in the school and in the community.
- The establishment of parent and community education programs.
- The creation and use of opportunities for inter-and intra-group involvement in the educational process.

The AFT recognizes that there are many local situations which make full racial, ethnic, or religious integration difficult because of the preponderance of a single class, ethnic, religious or racial group. Such situations exist in many areas in Washington, D.C., New York City, and in most large urban centers. However, there is enough evidence to indicate that quality schools, even if located in ghetto areas, will attract students from non-ghetto areas because of their quality.

COST

It is estimated that $600 more per student per year can make it possible for a school to implement a program based on AFT suggested guidelines provided space is available. The difference in cost may result from variations in cost factors in the different communities.

It costs an average community about $6,000 per year to contain a wrong-doer in a detention center when youngsters get into "trouble." It costs $6,000-$8,000 per student per year in a job-training program for dropouts. How much does it cost society to maintain our growing numbers of unemployables (poorly educated youths) on welfare? How much does it cost society to fight drug addiction? (Most drug addicts come from the ranks of the poorly educated.) Even if the program helped only 25 percent of the students who, without such programs, would join the ranks of the dropouts and unemployables, society would more than recoup what it may spend for effective education. As Prof. Alan Campbell so well stated in his report to the California School Boards Association (July 1966), "Piecemeal, part-time efforts by school districts to improve the lot of educationally disadvantaged children are wasteful and virtually useless."

The cost for AFT programs is really minimal when compared to the cost to taxpayers for providing the funds needed to pay for the social and economic consequences resulting from our failure to provide for effective education.

SUMMARY OF THE BASIC EDUCATIONAL GUIDELINES FOR A REDESIGNED COMPAS HIGH SCHOOL

- It is comprehensive.
- It is co-educational.
- It serves *all* students.
- It is viable in size for a total student register of between 2,000 to 2,500.
- It provides opportunities for the advancement of the gifted child.
- It provides opportunities for success for the slow learner and for those who enter with some educational deficits.
- It provides the needed teaching-learning conditions for the physically-handicapped and the emotionally-troubled.
- It provides high-skill training for the mechanically-gifted and repetitive skills training for the less-capable students.
- It is a dual-purpose school which puts as much stress on the importance of occupational training as it does on academic training.
- It requires all students, during the first year, to take double-period exploratory in six (6) different skill areas.
- It provides a sufficient number of shops to accommodate at least 50% of the school population who may select an occupational skill as their major.

- It requires the vocational student to take his vocational major for a minimum of four periods a day for three years.
- It is sensitive to the changing needs and interests of both students and the staff.
- It provides for both teachers and students important areas for individual choice, self-initiated activities and individualized instruction and counselling.
- It provides the student with the choice of attending school for an additional period per day to enrich the program.
- It provides a curriculum which will qualify both a vocational and an academic major for entry into the college of their choice.
- It has a school plant to accommodate all phases of quality education including a sufficient number of shops for instruction in at least six different occupational skills.
- It provides a 13th year skills program on a full-day basis, which offers students the equivalent of a two-year high school occupational course.
- It makes the 13th year skills program available to:
  a. high school graduates who wish to learn a particular skill
  b. college dropouts who wish to learn a skill
  c. adult and young workers who wish to upgrade their skills
  d. unemployed youths and adults
  e. high school dropouts
- It provides a full-time employment counselor with a background of industrial experience working with the state employment service and the labor department.
- It provides for the formation of an active career education or vocational advisory board.
- It provides for the follow up of graduates and dropouts up to the age of 25 for purposes of re-evaluating the relevance of the academic and occupational curriculum.
- It provides adequate counselling services both by teachers and guidance counsellors and other supportive clinical services.
- It provides for auxiliary services to allow teachers to devote their full time to teaching.
- It has a staff ratio which permits maximum registers of 22 on all non-shop subject classes and maximum registers of 15 in classes teaching occupational subjects.
- It provides for the employment of a sufficient number of laboratory specialists and audio-visual technicians.
- It provides equal value to all curriculum areas.
- It provides a complete program of co-curriculum activities.
- It provides for the training and employment of highly-qualified committed staff.
- It allows and provides for flexibility in programming, instruction, in use of materials and of school and classroom space.
- It provides for on-going evaluation of special projects and total programs of staff and student activities.
- It utilizes the resources of the community.
- It permits a great deal of latitude and opportunity for a fluid,

flexible approach to school and class organization, largely to be determined by the specific needs and development in each of the schools. The classroom teachers can play a leading role in the decision-making process.

CONCLUDING STATEMENT

This national design for the high school is devised to meet today's educational needs of the schools. Hopefully, the additional space, trained staff, and the budgetary resources needed to implement the design's basic guidelines will offer opportunities for creative thinking and experimentation with new and modified teaching and supervisory practices; for improved school and community relationships; for new and creative use of teaching materials; for creative and effective use of personnel; for a new look at our children, their needs, and their potential for learning; and for a study and evaluation of the teaching and learning processes.

The AFT does not offer the suggested design as the final and only solution to the many problems facing our high schools. Improvements are open-ended. No one group or one discipline is today in a position to propose final solutions. The joint effort of many related groups and related disciplines is necessary. However, since the AFT's major responsibility is to advance the cause of public education, it must continue to meet this responsibility in an active, intelligent, and forceful manner. The educational needs of our nation mandates others to join this effort.

Simon Beagle, Chairman
COMPAS Council

APPENDIX A
OTHER FACTORS

Staff Growth

The catalytic agent in moving forward any program is the staff assigned to bring into action the suggestions culled from every source. In addition to the suggestions given in the section on staff training, the following suggestions for staff growth should be emphasized:

Professional Library Each school in the program should have a professional library appropriate to the size of the staff and the diversity of their problems.

Foreign Language Each school should provide opportunity on an optional, voluntary basis, for staff members to learn the language spoken by many students in the school (Italian, Spanish, French, and so on).

Operation Understanding Members of the staff should have the opportunity to participate in a program similar to New York's "Operation Understanding" (the program of supervisor visitation and teacher exchange with schools in Puerto Rico). Such a program could also be extended to sections of our own country, as the South, and to other countries.

Research Clearing House Provision must be made on a planned, systematic basis for relaying to members of the staff all significant findings that emerge from studies and investigations. This relay should include not only written reports but practical demonstrations and, where pertinent, actual practice in using the findings.

In essence, time and resources must be provided for a carefully developed program of staff growth that not only will give every participating teacher and supervisor the information needed for more effective performance of his responsibilities, but also will challenge his professional interest.

If we accept the broad definition of the curriculum as all the experience the student has inside and outside the school, then this AFT National Design for the High School is an appropriate vehicle for fulfilling this objective.

APPENDIX B
RESEARCH AND EXPERIMENTATION

Careful evaluation of the program as a whole from the very initiation of the program is basic to sound growth. The evaluation must be skillfully planned under the guidance of the research staff assigned and in cooperation with the school staff and trained college personnel. All resources of the Board of Education, colleges and universities, public agencies and private grants should be used to design and conduct research.

In order to effectuate the research program, one school should be designated as the Research Center. It should have as consultant an "Academy of Research" composed of outstanding experts and specialists from the entire metropolitan community. The Research Center would serve as a clearing house for studies, explorations of new procedures and materials and would work in close cooperation with the departments of educational research, curriculum research and guidance.

Areas of action in research with experimentation would include the following:

Organization and special classes
- Grade unit
- Team Teaching
- Open-end grouping
- "Bridge" classes

Involvement with groups
- Campus school program
- Special community projects
- School-community aides
- Civic agencies (health, housing, welfare)
- Human-relations groups

Special programs
- Camping programs (summer, sleep-away, year-round)
- Summer day camp program
- Extended school day program
- Community library program
- Special parent-community programs
- Welcome program (new arrivals, orientation)
- Summer programs
- Exchange school program (teachers, parents, students)
- Use of multi-media in the education process

Studies and projects
- Approaches to teaching non-English speaking children
- Study of approaches to beginning and remedial reading
- Study of physical anomalies and the results of a correction program
- Studies of academic achievement in selected areas
- Studies of sequences in learning
- Studies of effectiveness of different patterns of preservice and in-service training and growth.
- Studies of the use of programmed materials and machines in motivating learning

Studies of utilization of community resources

Studies relating to motivation, human relations, the effectiveness of guidance, etc.

Although each of these areas of investigation has broad implications for the whole school system, nevertheless the focus imperative here is on the values pertinent to the students in the suggested program.

APPENDIX C
JOHN DEWEY HIGH SCHOOL: A MODEL FOR INNOVATION

At the experimental John Dewey High School in Brooklyn, interestingly enough, there are no up and down staircases. Students and teachers travel the spacious double width stairs in both directions at once without confusion, and this may well be the perfect symbol for the school's novel approaches. For example, most classrooms at Dewey have moveable walls; a period is called a module; traditional grades have been abolished; a "term" is seven weeks long; the curriculum offers over 1,750 course offerings (including sequential courses); and a student can, if he wishes, graduate in two years.

The $12,000,000 school opened its doors on September 8, 1969. Both the students and teachers are recruited on a voluntary basis. Students who live in the immediate school district have first choice; the remaining places may be filled from any other area in Brooklyn.

There are eight clear-cut features that set Dewey apart from the traditional high school:

I. Teacher as Educational Catalyst

Teachers create courses of study. Summer Institutes and time during the school year permit direct teacher involvement in curriculum development.

II. 7-Week Cycles

The regular school year is divided into five 7-week cycles (each approximately 36 school days). Every seven weeks students and teachers have entirely new programs. Teachers have 35 different classes in one year instead of ten. Counting major and minor subjects, students may have thirty-five to forty different teachers in a year instead of ten or twelve. The school is in operation for 12 months and includes an optional summer session which provides a possible sixth cycle.

III. Programs and Records

Individual programs for students are made by computer every seven weeks (five times each year instead of the traditional twice per year). In effect, all major recordkeeping is performed electronically. Report cards, attendance, lateness, admission and discharge data as well as information for use by guidance counsellors are printed out by the computer.

IV. The 8-Hour Day and Modular Scheduling

The 8-hour school day (8 A.M. to 4 P.M.) is divided into 22 modules (or mods) of 20-minute duration. There is one buzz every twenty minutes and no programmed time is allotted for the movement from place to place. This time system has been quite successful in moving students and teachers to their next assignments. For flexible programming, some classes meet for two mods (forty minutes), others for three mods (sixty minutes), and some for four mods (80 minutes). This reduces traffic in the halls since the entire school population does not move at the same time.

V. Resource Centers

Each curriculum subject area has its own resource center. For example, the glass-walled social studies center is surrounded on three sides by five social studies classrooms that are visible from the center. Its resources include private study cubicles, slide viewing machines and other audio-visual aids, books and documents and, most strikingly of all, a para-professional and a teacher are in constant attendance on a rotating basis. This setup provides for tutorial help and advanced study assignments as well as for immediate research as the need occurs during a class session.

VI. Individual Progress

Students may take as few as six subjects and as many as eight in any 7-week cycle. In addition to classes, students may elect to do advanced work independently. Students may complete high school requirements at their own rates—some in two years, others in as much as six years if that length of time should be required.

VII. Grading System

Every seven weeks each student is graded for each subject programmed: M (mastery); MC (mastery with condition); MI (mastery in independent study); or R (retention). For each R or MC evaluation the teacher must prepare a prescription form in triplicate indicating specific deficiencies or weaknesses. One copy is sent to the student's parents; the second is for his counsellor's file; and the third is sent to his next teacher to serve as a guide for remedial work.

VIII. Independent Study

Each student's program includes independent study (I.S.) mods, or periods. More independent study mods are given to students who may need tutorial help or who are working on special projects. Less I.S. time is available for students who wish to take more class subjects. Every student has full freedom to decide what to do with his I.S. time. Some sign up for advanced work which involves a DISK (Dewey Independent Study Kit). This enables a student to do advanced material on his own. Each DISK contains a calendar of lessons, educational objectives, assignments and suggested topics for a research paper or project.

At the end of seven weeks students may meet the requirements for mastery by passing a two-hour written test in addition to completing an oral comprehensive exam and/or a special project. About 500 MIs are earned each cycle. Over 100 students master ten or more DISKS each year. Students may ask for extensions on time and not take the examinations until they feel that they are ready. Some may work on a DISK for two cycles or more. There is no penalty for failure on a DISK and students are free to drop a DISK.

Students may try a DISK if they have been retained in a subject and wish to repeat the unit independently rather than in a retention class.

Pupils who have tried this method have not been as successful as those who have used a DISK for advancement.

Some students seek tutorial help in the subject area resource centers where teachers are available throughout the day. Others do homework, participate in sports, dance, art, drama, or some club activity. Some read, view filmstrips, or just sit and talk. Some go to the cafeteria which is open most of the day for snacks while others stroll about the campus, which they are free to do.

The Four And One Program

Another independent study program is the *Four and One*. Students may participate in an interneship program one day a week which means they spend a full day in the courts, hospitals, other schools, museums, business or any place in the world of work. Seniors may sign up for a 7 week interneship which permits an interneship out of the school in one cycle and they come to school the next cycle. These students alternate cycles one in school and one out in interneships. No pay is given. They write reports on these outside of school experiences and receive an MI based on their performance at the worksite and their written projects. There are more than 100 students in each 7 week period doing this.

Independent Study Group Activities' main purpose is to provide another option for a student during their independent study time. At John Dewey High School about 25% of the students' eight hour day is unassigned. During this free time students may attend a variety of planned activities. These include demonstrations, slide-lectures, speakers, films, discussions, dramatic presentations, music concerts, debates and contests. Activities may be part of a regular series, repeated several times a day or be "one-shot specials." Students, teachers and outside groups plan and perform. They may appeal to small groups of ten or draw audiences of several hundred. These activities may be course-related, informational, special-occasion oriented (i.e. Martin Luther King's Birthday) or "entertainment-centered" (a necessary factor for some students in an 8-hour day). This program also relieves the pressure on the building's resource centers or library when large numbers of students have independent study at the same time.

What percentage of the students spend this independent time judiciously? Independent study has been designed for student-motivated acceleration, creativity, remedial work, tutorial sessions or homework—and most pursue these goals effectively.

These eight key factors provide the framework for a unique teacher-student relationship at Dewey H. S. There is an openness in communication in which the students feel free to express their opinions about the learning process. "Can't we have more lessons like this one?" There is no hesitation to comment on whether a lesson was effective or not. Just as courtesy on the school's two-way staircases is spontaneous and easy-going, so is the criticism.

Students feel a responsibility to react honestly because they want the Dewey experiment to succeed. Most teachers everywhere know when a lesson falls short of its goals, but the difference at Dewey is that it is discussed openly. The challenge from lesson to lesson is how we can do better.

Since students and teachers have new programs every seven weeks, there are frequent new faces for the teacher and a new teacher personality for the students. For most this has worked well. It is considered one of the strengths of the experiment. The curriculum for each 7-week unit is tightly packaged and there can be no lag in the momentum of learning. Final evaluations must be made within weeks rather than months.

Teachers get to know their students more quickly. There are "performance pressures" on both teachers and students. Several test instruments have to be used in a span of weeks. Most students prefer unit testing rather than end-term finals. On the other hand, there are some students who think that Dewey teachers are "test happy."

Who are the likely candidates for retention (not passing and moving on to the next unit) after seven weeks? Usually they are typical of those in other schools—the absentees, those with learning problems and the underachievers. However, there is a difference in what takes place once retention has been scheduled.

Retention is for seven weeks not five months. Our goal is to tailor repetition of work to individual needs, based on the detailed prescription forms (really profiles of student work) filled out by previous teachers. We are devising methods to do this more effectively and the students are responding well.

Key Features

What about other key features at Dewey? Here are some glimpses into major aspects of our program:

The flow of students in and out of the library changes every twenty minutes. Some students spend longer blocs of time there but the bulk of the traffic comes and goes 22 times in an 8-hour day.

The librarians are thrilled by student interest and use of the library. The learning atmosphere is most impressive as one sees students quietly absorbed in books while sitting in brightly colored lounge chairs.

The building also has a computer terminal, which produces a variety of print-outs; copies of student programs; class lists; a biographical student file in spiral book form; a master class program book arranged alphabetically; an alphabetical listing of teachers' programs; lists for guidance counsellors; and many more invaluable aids. What is more astonishing is that most of these forms are automatically prepared every seven weeks. According to those in charge of scheduling the seemingly complex organization at Dewey, "What used to take eight people two weeks to do can now be done in 45 minutes."

Class programs are ready the first day of each cycle. Five days before a new cycle begins there are about three trial runs of the master schedule which indicates course, teacher, number of students per class (also number of males and females) and remaining seats available.

A specific illustration will show what can be done. Each official class teacher has an alphabetical set of IBM cards—one for each student. Every morning the teacher removes from the pack the cards of all absentees and sends them to the attendance office. Information is fed into the computer for those absent or late prior to 10 A.M. The computer automatically prints out post cards for the absentees which are mailed from the Computer Center. The computer also puts a cumulative record of absence and lateness on report cards every seven weeks.

Competitive sports are intra-mural and not interscholastic. All students are encouraged to be on a team and there is no emphasis on creating star athletes. Team playoffs occur during the school day. Students come rushing to their next classes buoyed by victory or crushed by defeat. Sometimes, when two teams with reputations as winners are scheduled opposite each other, anxious eyes in classrooms try to follow the game from nearby windows.

Each cycle is devoted to one sport exclusively, such as touch football for one seven week period or wrestling for another. The beginning of each cycle introduces the sport to be studied by demonstration lessons, followed by instruction and practice for development of the skill by all.

We have no grade advisors at Dewey. From the viewpoint of the Guidance Department, the major innovations of the Dewey system are working well. The flexibility, the individualization, the self-direction and self-discipline are all on the plus side for most of the students. More time is needed to read the Dewey prescription forms than would be the case with numerical grades. However, counsellors find some students who have not developed a positive approach to independent study and others who need intensive remedial work to succeed. For those who have reading and writing problems a Language Skills Center is in operation. With the multiple mechanical devices and teacher specialists the center has had excellent results. Some of these students are so motivated that they spend their independent study time there and obtain MIs for achieving higher reading levels.

Students have a choice of 16 different courses in art for each 7-week cycle. A student may try a variety of activities during a school year including film making, sculpture (wood and stone), fashion design, advertising, crafts, printing or painting. On the other hand, a student may specialize in one field. In art the ability to try another new area every seven weeks is especially satisfactory. For example, if a student tries a course in crafts and is disappointed in his aptitude, the following cycle he may try another creative experience.

In addition to the 60-minute art class sessions, students may spend extra time working independently or participate in one of the six art clubs which are programmed during the school day. In the future, modular scheduling may provide for even longer periods than an hour for art classes.

These classes are fully equipped and function more like professional studios than classrooms. Walking from one art room to the next, a visitor senses the steady flow of excitement and energy which are being transmitted to the clay, canvas or papier-mâché.

Changing teachers every seven weeks in the language department has a special advantage in tuning the students' ears to hear the language spoken at different rates of speed and with different accents. In the language resource center and the language "lab", students are further exposed to voices speaking the same language.

The 7-week cycle also helps to meet individual needs. For example, the unsuccessful student does not have to face defeat in a class for six months but can get a fresh start with a new teacher who has a prescription with information on his weak points.

The more gifted language students use the resource center for conversational opportunities. The language lab is specially useful for independent study. Students who shy away from a regular foreign language course may elect conversational Spanish or French.

Dewey has a Marine Biology course which is most stimulating for both the students and teachers. Frequent trips to the nearby beaches or Coney Island provide specimens to work with and first-hand knowledge of oceanography. They return to school for their next classes panting with excitement and bursting with the thrill of discovery. Modular scheduling provides adequate time allotments for these field trips and also for lab work.

At Dewey each student gets to dissect a frog. Those who need additional time to finish this or other projects may continue in independent study. Bells do not signal an untimely end!

One science room has been converted into an aquarium. Student volunteers feed the aquatic animals, monitor the filters and clean the tanks.

The Music Department finds the 7-week cycle satisfactory for required courses but not so convenient for chorus, orchestra, or instrumental classes. The band will never play if the students can switch in or out every 7 weeks!

Independent study is excellent for serious music students who wish to practice in individual rooms or consult with their teachers. The music resource center has attracted some students for recreational purposes. Sometimes there is a conflict of interest with those students who are aiming for serious careers rather than recreation. Problems such as these have been somewhat solved by the Madrigal Group which meets before 8 a.m. and after 4 p.m., thus partially freeing the center for intensive training purposes.

Typing is a required course for every student attending Dewey. Within a few months some students are typing assignments or reports for other subjects. Students who do not learn the keyboard by the end of seven weeks do not move into the second phase of the typing course. Since one skill builds on the previous one in mastering the keys, retention for 7 weeks is much better than foundering for five months on the keyboard. Those who fall behind have lessons planned to deal with individual deficiencies. Sometimes a student with a highly individualized problem is sent to the typing resource center.

Some students have taught themselves steno and accounting using a DISK, as well as special tutoring from teachers in the resource center. One student who did the introductory lessons in shorthand by himself during the first 7-week cycle and then joined a class in the following cycle led the class in performance. Accounting studied independently has proven very successful. Clerical practice and recordkeeping are not separate courses but are woven into the overall curriculum.

The business education resource center affords students extra time to spend on developing speed and accuracy in typing and shorthand. The shorthand lab is open during the entire 8-hour day so that students may select pre-recorded lessons in either typing or steno. This department is a showcase in audio-visual materials and modern equipment, which includes electronically taped instruction for typing and diatype, a diagnostic machine which indicates individual "typing ills" plus instructions for correction.

Courses in mathematics at Dewey have been designed on the principle that no two students learn at the same rate. Algebra, for example, may be completed in three cycles, five cycles, seven cycles, ten or even twenty.

Students can move at faster or slower speeds of learning as this becomes advisable. No student need sit for more than a week or two in a course that he cannot follow or in a course that is below his level of competence. Improper placement can be rectified in weeks rather than month. Another advantage at Dewey is that two, 60-minute sessions a week in math provide for uninterrupted development of complex concepts.

Some 10th grade students are doing computer math, vector geometry, abstract algebra. logic or elementary analysis in independent study. Talented students can easily advance by working on their own. Two students who studied geometry for three months took the Regents in January–one got 100 and the other 95!

Students who are weak in math can reinforce or obtain help with homework on an individual basis during independent study time. Some students find that they can ask questions or admit difficulties more easily in the informal setting of a resource center rather than in the classroom.

Literature courses are ideal for independent study in English and there are usually over 100 students in one 7-week cycle working on the short story or modern novel DISKS. When they complete the required readings, students take a two-hour examination. While doing their reading independently, they also take another course in class. The reading pace in some English courses is a paperback a week.

Power reading is offered in every cycle for those who wish to improve their reading skills. Students have a choice of one of 27 courses in the cycle. Some courses are sequential, such as creative writing, journalism or drama.

Students who wish [illegible] pursue a highly specialized area of English studies will have the opportunity to take multiple workshops and advanced seminars. For example, a student talented in theatrical arts will be able to examine the genre in [illegible] learn dramatic techniques, participate in acting and speech workshops, and take seminars on play direction, film production and an interdisciplinary course with the Art Department in stagecraft.

Independent study [illegible] social studies is a modified version of the "ordeal" of Ph.D candidates. After the required readings are done, each student takes an oral comprehensive on the unit of work before a panel of three teachers, plus [illegible] written test. A research paper is another pre-requisite for m[illegible] the standards are high but most students have demonstrated an ability to learn well on their own. There are over 100 in one cycle doing very advanced work.

Reading in social studies is an integral part of the learning process.

There is an emphasis on the inquiry-discovery approach combined with the best features of the thematic teaching. Sustained projects are possible because most social studies classes meet four times a week; two one-hour sessions and two forty-minute sessions. Standard textbooks are used primarily for background information. Lessons are constructed around reading excerpts from a variety of sources. In area study courses, students are exposed to as many as six paperbacks in one cycle. Class sets of novels, biographies and non-fiction are available.

A teacher team has worked successfully in lesson planning, preparation of materials, and there are 40 different 7 week courses in social studies. Student choice of courses result in many taking more credits than required. They learn history in a variety of courses such as the Jazz Age, Women in America, Law and Public Policy, The Supreme Court, The American Indian, and The American Dream.

Teacher Attitudes And Pressures

The 8-hour day is a long one. The pace during the day is fast. Changing from a classroom teaching situation to a tutorial program in the resource center does not slacken the pressures. Building assignments are physically tiring (the building is enormous). Preparation time, fully utilized, is not sufficient to avoid taking work home.

There is only one opportunity to slow down—lunch. By the time a teacher comes and goes to the cafeteria a leisurely period adds up to 30 minutes in an 8-hour day. The professional job at Dewey requires great stamina and a dedicated spirit. The teachers in the experiment have the spirit; the big question is, do they have the stamina?

Several teachers in each department have been designated as independent study coordinators. The coordinators are responsible for assisting students preparing evaluation instruments and making a final decision for each one as to whether the work has been mastered or not. The responsibility for supervising 100 students on independent study reduces the coordinator's instructional time to four classes instead of five. Simple arithmetic—100 students is almost the equivalent of 3 class registers. This is the exchange for a reduction of one class assignment!

There was a human need at Dewey, and it was a crucial one, for a pause between cycles. Teachers wanted a day to evaluate the cycle just completed, plan for the new one, and discuss problems. Students at Dewey have unusual pressures, too, and they expressed a need for one day at the end of every 7 weeks to participate in activities other than regular classes.

Both faculty and students worked together to devise a program for an intercycle day and our school now has its "Dewey Day" which has brought students and staff together in a way the classroom could not. It is the first time in a city school that a day is planned in which students and teachers can elect activities from a variety of workshops, discussion groups, or special attractions. These options include a wide choice and the program for each intercycle day is different.

The last day of each cycle offers the students and teachers an opportunity to share time together in which traditional roles disappear. Teachers and students face each other as equal members in a group. They argue or laugh together and appreciably narrow any generation gap that might exist.

A brief description of some of the activities may convey the spirit and success of these events. Topics for discussion groups, such as those listed below, indicate their special relevancy. Role playing has been used whereby teachers act the part of teenagers, and students portray adults. This creates a greater sensitivity for the feelings and reactions of varying age groups.

A free exchange of ideas without a final judgment by a teacher reveals student depths that only open communication can produce. These encounters also result in teachers' telling personal experiences that would rarely come forth in a classroom.

Discussion groups have dealt with the following topics: Student Rights; Student Code of Behavior; Evaluation of Courses; Evaluation of John Dewey High School; Student Racial Relations; Narcotics; Censorship of Student Publications; Women's Liberation; Generation Gap; Parents; War; Black and Puerto Rican Cultures.

On Dewey Day, students and teachers may share common interests such as joint participation in workshops on jazz, sculpture, ceramics, dance, chorus, computers, poetry, fashions, psycho-drama or travel. Varied contests are offered, such as in typing, basketball and wrestling. There also is a student-teacher competition in a ball game.

The language department featured international cafes on one Dewey Day where the decor, food and entertainment provided an atmosphere to resemble places in France, Spain, Italy and Israel. Students and teachers enjoyed eating the delicacies of these foreign cuisines. Singing the songs and dancing the dances of these countries furthered the feeling of comradeship among students and faculty.

The science department gave the Future Physicians Club the opportunity to dissect pigs and the pharmaceutical group to conduct many experiments, one of which was injecting "speed" into a mouse. On another Dewey Day the ecologists conducted a funeral entourage through school corridors for the death of pollution and the mourning attire consisted of masks solemnly worn by all. Exploring the resources of the city was another Dewey Day program. A country fair on the 13 acre campus in the spring has become a Dewey Day tradition.

Dewey Day at its best is a day of renewal that reflects the hope and aspiration of John Dewey High School. It attempts to convey the spirit and the dreams of the educational philosopher who spoke so movingly about "learning by experience, motivated by a sense of the students' needs."

Within the walls of our beautiful building, there is an atmosphere of excitement and anticipation. We feel that we are blazing new paths, paths that will help solve some of the complex problems facing all schools today.

APPENDIX D
A MODEL FOR AN ALTERNATIVE SCHOOL

City-as-School, a new New York City alternative high school program, opened its doors on February 2, 1973 with 100 students registering and enrolling for hundreds of "learning experiences" throughout the city.

The opening culminates five months of intensive planning by teachers and students under the supervision of Frederick J. Koury, director, and Richard Safran, assistant director, who were detached from their schools to set up initial organization for planning and development.

Unique to the experiment is the fact that 10 student planners were selected from various high schools in New York City to work on planning. The collaboration of students and teachers was successful as students learned how to organize recruiting drives in high schools and visited the hundreds of organizations in the city to "sell" them on being a resource of City-as-School.

Originally funded by the Ford Foundation, City-as-School now becomes a tax-levy organization operating from 131 Livingston Street, Brooklyn, under the umbrella of the High School Office of the Board of Education.

The underlying concept of City-as-School is that the world of experience can be joined with the world of learning.

As Superintendent Oscar Dombrow commented, "Going to high school in New York City need not be like going to high school in Santa Rosa, California." City-as-School most definitely will be unlike any other school in New York City. Instead of attending school in one large building, students will move from "learning experience" to "learning experience" based on the program they make out by consulting the C-a-S catalogue. The hundreds of learning experiences run the range from English and communication arts to practical and technical subjects. Brooklyn Polytechnic Institute and Brooklyn College both institutions of higher learning, have become part of the C-a-S program, taking students in advanced standing for freshman subjects in English, social studies, mathematics and science.

Other organizations involved in City-as-School are Lincoln Center for the Performing Arts, the Center for Inter-American Relations, the China Institute, the Asian Society, the Metropolitan Museum of Art, Brooklyn Heights Press, the YMCA and the YWCA, WNYE-TV, the New York City Department of Consumer Affairs, the Federal Trade Commission, Equity Library Theatre, Greenpoint Hospital, Brooklyn Friends School, and many others.

Four licensed teachers, a guidance counselor and a secretary are on the staff of C-a-S in addition to the director and assistant director. They will be providing the necessary services to the students and will be working closely in evaluating the learning experiences. Each teacher will have 25 students to work with as instructor, friend and advisor.

On February 6 students began their City-as-School experiences. The next crucial task will be to monitor each learning experience so that evaluative and measurement techniques may be developed. The C-a-S staff is requesting that a representative professional committee be established from Superintendent Dombrow's Task Force on High School Redesign. This committee will assist C-a-S in establishing criteria for creditation for the external learning experiences.

Parkway in Philadelphia and Metro in Chicago were the first large city prototypes. Directors Koury and Safran learned much from visits to those two high school programs.

APPENDIX E
A MODEL FOR OPEN CLASSROOM PROCEDURES

I. Lesson Description

One day last week, during a forty minute session of a third level Hebrew class, the following activities took place: seven different stories were read, discussed and analyzed; three different structural topics were explained and practiced with both oral and written drills; two tapes were used to reinforce the application of structural items that had already been mastered; records of poetry set to music were listened to by students to help them in their appreciation of the poems they were reading; two lessons of a cultural nature were worked on—one dealing with the different forms of Israeli government and a second surveying the more important geographical features of Israel; and eight different tests were taken—some testing units of related stories, others testing structural topics, and still others testing familiarity with cultural items.

II. The Open Classroom

All this could certainly not take place in the span of one forty minute class meeting—not, that is, in the traditional teacher-dominated type of lesson, with the teacher at the front of the room leading a large group of students in a single type of instruction and expecting all students to do the same work, at the same time, and in the same manner. But all of the above-mentioned activities can and do, in fact, take place each day under an interesting system of individualized instruction known as the "open classroom." Each student, working at his own rate of speed, selects that lesson for which he knows that he is ready, based upon his mastery of previous lessons in his prescribed course of study, and with the aid of a carefully designed packet of self-instruction, he proceeds to learn the new lesson in his own way.

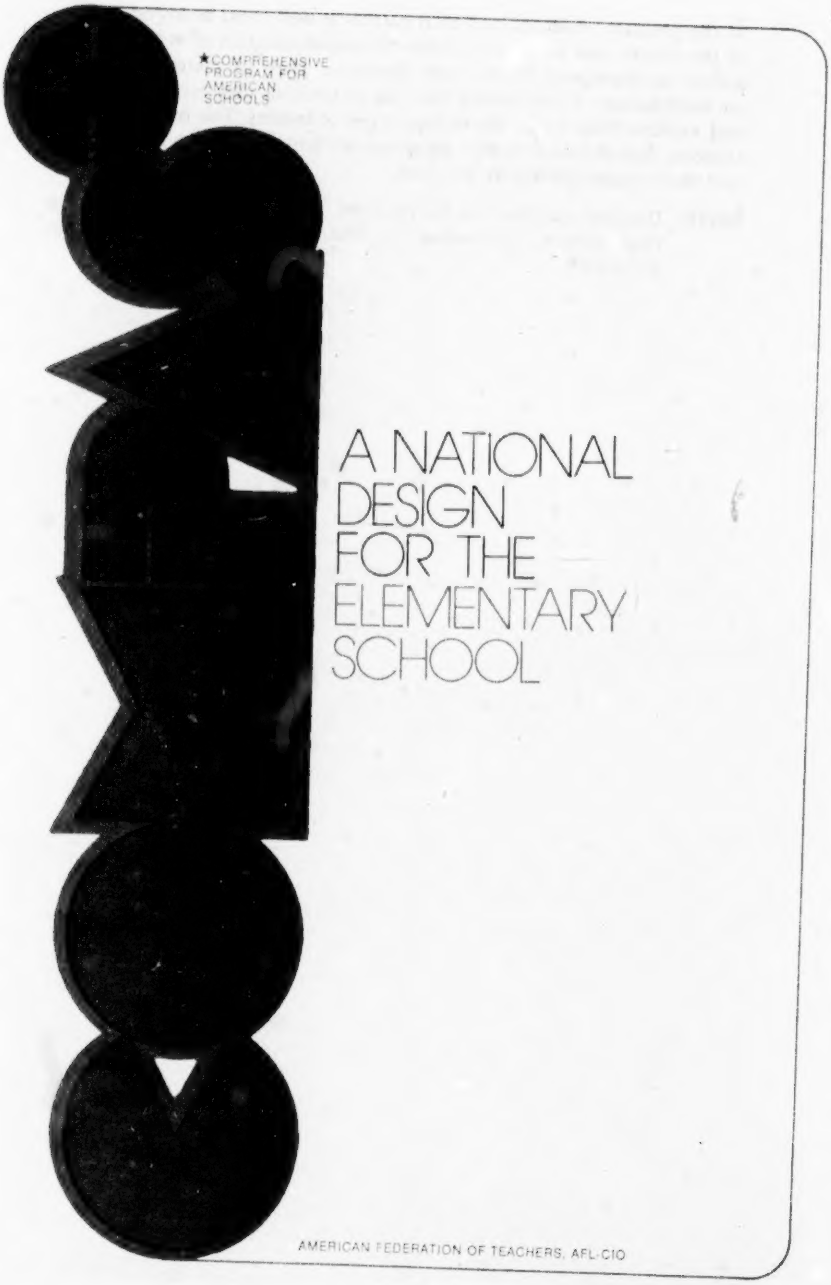
III. Philosophy

The theory underlying the principle of the open classroom is, in fact, quite simple. Since no two individuals are exactly alike, they can not be expected to learn in exactly the same way. As a result, the traditional idea of teaching one set lesson to an entire class, even though the teaching techniques themselves may be quite effective, eventually leads to the very serious problems of boredom, partial student involvement, and passivity. In the much freer atmosphere of the open classroom, on the other hand, each student becomes directly and actively responsible for his own learning. Working at his own self-determined pace, and in the style which he finds most comfortable, the student soon comes to accept full responsibility for his work and begins to develop a positive attitude and an accompanying enthusiasm that are so essential to true learning.

IV. Mechanics: The Introductory Packet

The mechanics of organizing an open classroom involve careful pre-planning on the part of the teacher, as well as constant and close supervision of the program as it develops from day to day. At the start of the program, students, and their parents as well, must be introduced to the totally new concept of complete individualization of instruction within the framework of the open classroom. They are therefore given an Introductory Packet which lists the procedures they are to follow and explains how to do the various types of lessons. The teacher and students then discuss how they are going to learn, what the benefits are, and what responsibilities are involved.

NOTE: Detailed specifics can be obtained by writing to John Dewey High School, 50 Avenue X, Brooklyn, N.Y. (Phone (212) 373-6400).



★COMPREHENSIVE
PROGRAM FOR
AMERICAN
SCHOOLS

A NATIONAL
DESIGN
FOR THE
ELEMENTARY
SCHOOL

AMERICAN FEDERATION OF TEACHERS, AFL-CIO

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1864

FOREWORD

Almost as soon as the right to collective bargaining began to be won by teachers in the early 1960's, members of the American Federation of Teachers started to translate their conceptions of optimum teaching and learning conditions into the language of collective bargaining contracts.

The first such design was negotiated for a selected number of elementary schools in New York City in 1964. Similar programs were incorporated into union contracts in Cleveland, Baltimore, Yonkers, Chicago and Detroit and into legislation in California and Colorado.

The most famous of these programs was the More Effective Schools plan in New York. It provided for four teachers for every three classes; class size maximums of 22 (15 in kindergarten); increased supportive personnel, such as psychologists, psychiatrists, speech and hearing therapists; reading, art, drama and other specialists; more teacher aides, and greater teacher and parent involvement in administrative decision making in the school.

The More Effective Schools program was tested, retested and tested again. Such agencies as the Psychological Corporation and the American Institutes for Research found that it accelerated the learning rate of children, just as the teachers who designed it planned that it would, and the United States Office of Education chose it as "exemplary." Project READ in Chicago, the Neighborhood Education Centers in Detroit and other saturation programs showed similar successes.

The demand for similar designs at all levels of education—from pre-school to the community college—prompted the Executive Council of the AFT to establish the Council for a Comprehensive Program for American Schools (COMPAS), under the chairmanship of Simon Beagle, who headed the National Council for Effective Schools for many years and is a nationally known advocate of grassroots teacher involvement in educational design and decision making.

The work of the various COMPAS committees under Mr. Beagle's tutelage has resulted in four National Designs—for the elementary school, the middle school, the high school and the community college. The AFT is proud to present its Comprehensive Program for American Schools as its answer to those critics who believe that the way to solve the problems in education is somehow to tinker with the only relationship which results in learning—that between the teacher and the taught.

David Selden, President
American Federation of Teachers

INTRODUCTION

The crisis facing our school is nationwide. This crisis is both result and cause of a host of social ills. No one school district is immune.

This is tragic for our nation's children, their parents and for our country. If it is true, and we believe it to be so, that "our youth is our nation's most precious natural resource and our schools our first line of defense," then this crisis facing public education is as dangerous to each of us as any which may exist.

Our free public school system is the only social agency to which the vast majority of our multi-ethnic population is exposed. It is in our schools where we should provide opportunities for intellectual challenge, integrated relationships, and cultural and emotional enrichment.

In view of our economic wealth and our great reservoirs of knowledge, we as a nation are spending relatively less on our schools than many poorer countries. Too many of our schools lack the commitment and the means to fulfill their basic educational obligations. The gap is widening at a tragic pace because of current social changes.

A recent publication by the U.S. Office of Education titled "The Right to Read" (October 12, 1972) contains the following revealing statement:

"Even with its sophisticated communications methods and its advanced publications system, the U.S. has close to 19 million totally or functionally illiterate adults and 7 million elementary and secondary school students with severe reading problems. In large cities, between 40 and 50 percent of these children are underachieving in reading." This is an understatement. A previous evaluation report, also by the USOE, titled "Education of the Disadvantaged" (April, 1970), states that more than 17 million American children are educationally and/or economically deprived, a majority living in non-urban school districts. The report deplores the failure of fiscal authorities on all government levels to provide the funds needed to make possible lasting educational improvements.

The "Right to Read" lists the following basic guidelines, which of course the AFT considers most commendable and acceptable, but unattainable without the money needed to implement them.

- With the exception of 1 percent of the population considered uneducable, people can learn if programs are designed to meet their specific needs and strengths.
- Teachers and other educational personnel can adopt new ways if they are provided with methods which they are confident will aid them in working more effectively with their students.
- Intelligence is native to all ethnic and economic groups, and when expectations are equal, productivity will be basically equal as well.
- The necessary knowledge to solve the reading crisis is available. What remains is for that knowledge to be applied so that it will result in better teacher training, more effective educational programs, and the use of those new programs in classrooms and communities.
- Parents are concerned about their children's educational process

and have both the right and the responsibility to be involved in their education.

"The Right to Read effort spans all ages," says former U.S. Commissioner of Education Sidney P. Marland, Jr., "and intends to have a greater impact upon American society than merely helping people to achieve the minimal level of functional literacy. In itself that is a big goal, but it is not a complete one. For literacy means much more than being able to read a simple book. It is an avenue to greater social and economic opportunities, to deciding one's own destiny. It is a step toward reducing the unemployment rate, cutting down crime, and getting people off welfare. It is a step toward ensuring for each person the right to be his best self."

Few teachers or union members will disagree with these stated guidelines. In fact, there is a great deal of correspondence between them and the goals often stated by the American Federation of Teachers.

The AFT has stated on numerous occasions, "Too many of our children are growing up without the basic skills necessary for success as citizens. When these children are properly challenged and given the means for growth and learning, they can make satisfactory academic and social progress.

"When teachers are given the needed tools, services, and conditions to do a professional job, most respond positively, enthusiastically, and with a deep sense of personal commitment.

"The cost which may be necessary to obtain the needed educational improvements on a total schoolwide basis is minimal when compared to the costs which must be met resulting from containing, maintaining, and rehabilitating the growing number of our youth whom our schools are failing during their formative years."

However, mere expressions of distress or intent are not enough. Educationally sound and realistic guidelines must be formulated, proposed and implemented as a totality, first in areas of greatest needs, but eventually in all schools. We as a nation do this when we plan an updated national and state highway system. We can do no less for "our first line of defense" and for our "most valuable natural resource."

The American labor movement has always been a consistent defender of public education. The American Federation of Teachers is part of this movement and is also the organized expression of the classroom teachers on whom our nation must depend to educate its youth. Hence, the AFT must, of necessity, be involved in identifying the many specific problems facing our schools, in suggesting positive solutions, and in organizing campaigns to obtain the needed support for their implementation.

The following proposals are made to accomplish these objectives for our elementary schools. The AFT, through its Council for a Comprehensive Program for American Schools (COMPAS) is also preparing educational guidelines for middle schools, senior high schools, and community colleges. These efforts are part of its commitment to defend and improve public education.

In 1964, the AFT wrote, "The reconstruction of inadequate school systems throughout the country is an enormous job, too large for substantial solution on a local basis. It is essential that federal and state governments become involved." This observation is even more timely today than it was when first made.

The AFT program to reconstruct our elementary schools, we believe, can effectively reduce academic disabilities, educational frustration, delinquency and dropouts more than any investment in additional special services. The AFT proposes rapid annual expansion until there are no more substandard schools.

Simon Beagle, Chairman
COMPAS Council

EARLY CHILDHOOD EDUCATION

The need for effective comprehensive early childhood education is now generally accepted by the public. There is recognition of the crucial importance of the first eight years of a child's development. Many basic causes which may hinder or stimulate a child's development can be traced to his or her experiences, or lack of experiences and maturations during these first early years.

The emphasis during the Pre-Kindergarten and continuing through the second grade should focus on providing the stimuli and the tools permitting overall satisfying success. Unfortunately, there are too many kindergarten dropouts who, after an exciting and enthusiastic beginning, instead develop a pattern of continuing failure and frustration.

There is no one way to arrest this progression of failure. Many methods must be explored. What may succeed with one individual may be disastrous to another. However, there is enough known about how young children learn to formulate some basic educationally sound guidelines for an effective early childhood program which can meet the developmental needs of children as early as their second and/or third year.

The AFT recommends:

- A parent education program of training and involvement on all levels of an early childhood program (Pre-Kindergarten and continuing through the second grades).
- The organization of an early childhood program in a mini school within an elementary school, or as a seperate school in its own building or as an annex to an elementary school but housed elsewhere: rented space in a housing project, office building, or in available space in some other building not necessarily connected with the public school system.
- The organization of small class groups, carefully selected on a heterogeneous basis, with registers ranging from 15 to 20 in each class group. The class groups should reflect all segments of the community and varieties of experiences.
- The use of trained parent assistants and paraprofessionals.
- The availability of a clinical team consisting of a clinical psychologist, a social worker and a guidance counselor, one of whose responsibilities would be the identification of the needs and problems of atypical children.
- The use of carefully trained classroom teachers knowledgeable in the needs and problems facing the children in early childhood classes.
- A total program of activities allowing for a flexible use of personnel, equipment and auxiliary services to meet the needs of each child in the program: educational, psychological, social, medical, dental, nutritional.
- The creative democratic involvement of the total staff in all aspects of the program, including the administrators and supervisors, as a cooperating team concerned with the total needs and growth of each child in the program.

SCHOOL SIZE

Large and overcrowded schools create conditions and problems which interfere with effective education. The social and educational pathologies resulting from such schools are too well known to need elaboration. Therefore the AFT recommends:

- The maximum register of elementary school should be no more than 800. Ideally, it should be no more than 500.
- School districts should find and create the needed space by studying the current utilization of existing space; by renting available space in office and other commercial buildings; by rehabilitating usable abandoned school space; by constructing temporary demountable school units; by organizing school annexes in public housing; by renting available space in buildings used by other public agencies.
- School districts, supported by city, state, and federal funds, must begin to construct the needed schools as this program is eventually expanded to all the schools in the district. Cooperation by all levels of governments will be necessary. If we can build safe and functional highways, we can also build safe and functional schools.

CLASS SIZE

Every child has a right to a dependent relationship with caring adults. Too many children have been deprived of this right because class sizes have been much too large. Limitation of class sizes is also essential in order to make individualization of instruction possible. The particular learning needs of children (as of others) can best be promoted in an educational environment which permits more personal attention from classroom teachers and from others concerned with the child's educational and related needs. The AFT recommends:

- Class size in the early childhood grades should be limited to 15.
- The maximum class size of regular classes above the early grades should be no more than 22.
- Special classes set up to meet the needs of children with exceptional disabilities should have lower maximum registers as may be determined by their special needs.

INTEGRATION

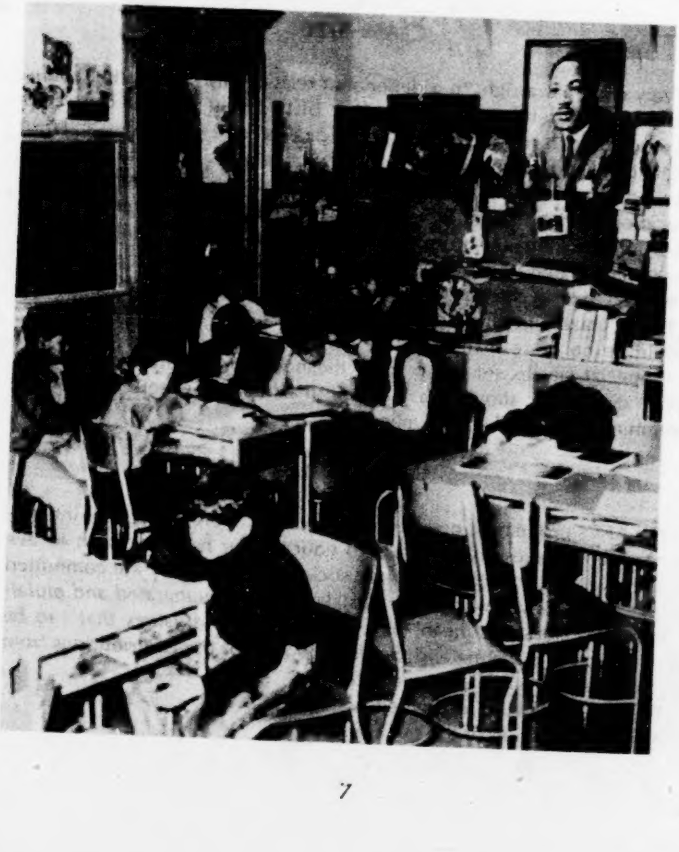
The AFT's program stresses that quality education and school integration are both necessary if we are to educate our nation's youth to live in and give support to an integrated society to which they are committed and in which they have a personal stake. *Such an integrated and pluralistic society does not mean the elimination of the values that can be derived from the sharing and the development of the contributions from the multi-ethnic groups in our nation.*

Therefore, the AFT recommends:

- The elimination of the track system.

- The organization of heterogeneous class groups based on sex, class, race, ethnicity, achievements, adjustment, etc.
- The training of staffs in the techniques and understandings needed to work effectively with such heterogeneous class groups.
- The creation and purchase of materials and texts furthering integration.
- The development of proper relationships with all groups in the school and in the community.
- The establishment of parent and community education programs.
- The creation and use of opportunities for inter- and intra-group nvolvement in the educational process.

The AFT recognizes that there are many local situations which make full racial, ethnic, or religious integration difficult because of the preponderance of a single class, ethnic, religious or racial group. Such situations exist in many areas in Washington, D. C., New York City, and in most large urban centers. However, there is enough evidence to indicate that quality schools, even if located in ghetto areas, will attract children from non-ghetto areas because of their quality.



SPECIAL SCHOOL SERVICES

Today a school is called upon to meet non-educational needs of children which formerly were met by the home or by the community. A child's medical, dental, nutritional, social and emotional needs are directly related to his school achievement. This is especially true for the many children who live in economically deprived areas and homes. The AFT recommends:

- Each school should have readily available medical, dental, and nutritional services for children who may need such.
- Each school should have adequate psychological, guidance and social work services available when and where such services are required. A clinical team consisting of a clinical psychologist, a guidance counselor and a social worker should be made available for each school with registers of 500 or more. Schools with registers below 500 can plan to share the services of such supportive clinical teams (perhaps one team for two schools).

EDUCATIONAL TOOLS AND SUPPLIES

Children and their teachers need a wide variety of educational texts, material and equipment. School districts must provide a budget for each school to permit it to obtain such needed educational tools and equipment readily, without delay, when needed by the school staff. The AFT recommends:

- The overall needs of the school and its components should be budgeted in advance for the entire school year.
- Each school should be allowed a special contingency fund based on school registration and its special programs to allow it to meet its own special needs without undue delay.
- Teachers should be encouraged by providing a class "kitty fund" to develop new and creative instructional material and programs.
- A non-complicated but effective accounting system should be set up for each school under the direction of a staff member knowledgeable about accounting procedures.

AUXILIARY ASSISTANTS

Schools, like hospitals do now, must free their professional staffs from time and energy-consuming chores which can best be performed by non-professionals. In order to permit our educators, especially the classroom teachers, to meet their professional responsibilities, the AFT recommends:

- The employment of a sufficient number of school auxiliaries (teacher aides) to perform those duties which now are being performed by the professional staff, e.g., patrols, collection of funds, delivery of supplies, care and delivery of special equipment, care of bulletin boards, record keeping, and such other non-teaching duties which now consume the time and energy of the professional staff.

- The development of guidelines which would protect the rights of such school aides while making effective use of them.

STAFF TRAINING

There is general recognition that effective teacher training programs are most important for effective education. This is especially true for staffs in those schools which may be selected to begin implementation of such programs as suggested by the AFT. The AFT recommends:

- Discussions be held between the school district and the nearby colleges and universities which train the major segments of the district's school staff to formulate realistic teacher pre-service education programs.
- The selected schools become educational laboratories for such colleges and universities with possibilities for training programs for teachers during the school day and after school hours.
- The selected schools become teacher resource and teacher training centers with carefully planned cooperation between schools of education and the school district.
- A staff exchange program to be planned and implemented between the selected schools and the schools of education in each of the cooperating colleges and universities.
- The cooperation and involvement of the State Department of Education be sought.
- Time and resources be scheduled for all involved in such staff training programs.

RESEARCH AND EVALUATION

No one discipline or professional group has a monopoly of wisdom or all the needed skills even in its own special area. Education is no exception. The need for continuing research is important and so is the need for timely well-conducted evaluation of educational experimentation and programs resulting from such research. This is, of course, also true of existing educational programs. Of paramount importance is the involvement of the actual practitioners, the classroom teachers, in such research and evaluation. The AFT recommends:

- Classroom teachers must be provided the time, resources and special assistance to carry on their own research; experimentation with innovative use of techniques, material, curriculum content; cooperative evaluation of the results of their research and experimentation; and corrective modifications as they may be suggested by the findings from such evaluation.
- Provide for an evaluation of the total school program by an accredited outside evaluative agency with the school staff involved in the process.
- Implement those corrective recommendations pertinent to staff and the schools.

DEMOCRATIC STAFF INVOLVEMENT

It is essential that the school staff, especially the classroom teachers, be genuinely involved in determining school policy, and in the implementation of such policy as may concern them. Such involvement will make for effective cooperation, coordination and implementation by a concerned understanding staff—to the advantage of the children. The AFT recommends:

- Teachers, individually and collectively through their chosen representative, should have opportunities to consult with the school administration and be involved in decision-making policies.
- Time must be scheduled for such discussions, consultations and classroom preparation.
- There should be enough personnel to allow each classroom teacher to meet with colleagues, parents, students, community leaders, supportive services, etc. without depriving children of instructional time.
- Each staff member should be scheduled a daily preparation period to make this possible.

COST

It is estimated that $450-$600 more per child per year can make it possible for a school to implement a program based on AFT suggested guidelines provided space is available. The difference in cost may result from variations in cost factors in the different communities.

It costs an average community about $6,000 per year to contain a wrong-doer in a detention center when youngsters get into "trouble." It costs $6,000-$8,000 per student per year in a job-training program for dropouts. How much does it cost society to maintain our growing numbers of unemployables (poorly educated youths) on welfare? How much does it cost society to fight drug addiction? (Most drug addicts come from the ranks of the poorly educated.) Even if the program helped only 25 percent of the students who, without such programs, would join the ranks of the dropouts and unemployables, society would more than recoup what it may spend for effective education. As Prof. Alan Campbell so well stated in his report to the California School Boards Association (July 1966), "Piecemeal, part-time efforts by school districts to improve the lot of educationally disadvantaged children are wasteful and virtually useless."

The cost for AFT programs is really minimal when compared to the cost to taxpayers for providing the funds needed to pay for the social and economic consequences resulting from our failure to provide for effective education.

1875

SUMMARY

Pupils and Curriculum

- Integration should be a major factor in the choice of schools.
- The program should provide for education beginning at ages 3-4.
- The school should be open from 8 a.m.-6 p.m. with programs to meet the needs of the pupils.
- Class size should vary from 15 in prekindergarten classes to a maximum of 22 in other grades.
- Classes should include children with a wide range of abilities and personality traits, heterogeneously grouped. Individualized instruction in the 3 Rs should be provided through flexible grouping within such class or grade.
- Promising modern teaching methods should be implemented under optimum conditions. These should include team teaching, and non-graded blocs consisting of early childhood grades, grades 3-4 and 5-6.
- Abundant supplies of modern teaching materials appropriate to urban communities should be made available.
- Provision should be made to meet the needs of children with physical, emotional, and social problems through a teacher, guidance and medical team and other needed services.
- Efforts should be made to overcome the effects of pupil and family mobility through closer cooperation with the Department of Housing, the Department of Welfare, and other social agencies. In addition, adjustments should be made in present transfer regulations to encourage pupils to remain in their schools.
- Close relations should be established with local colleges and universities for purposes of teacher training, curriculum development, research, and evaluation and project development. The schools and the

local colleges and universities should become extensions of each other.

- Maximum use should be made of the newest techniques in audio-visual instruction including closed circuit TV.
- Teacher specialists in art, music, and other curriculum areas should be used to enrich the instructional program.

Personnel

- Efforts should be made to recruit a staff which is enthusiastic, able, and committed to the program. This can be achieved through the democratic involvement of teachers and supervisors.
- Provisions should be made for a continuous program of professional growth including payment by the Board of Education for time spent after school hours.
- In order to give teachers maximum time for concentration on instruction, teachers should receive a daily unassigned preparation period, and relief from all non-teaching duties.

School Plan and Organization

- Maximum use of the school plant should be made for a full school day, weekend and during the summer months.
- Needed space and facilities should be sought in office buildings, housing projects, storefronts, etc.
- New schools should be located to achieve maximum integration.

CONCLUDING STATEMENT

This national design for the elementary school is devised to meet today's educational needs of the schools. Hopefully, the additional space, trained staff, and the budgetary resources needed to implement the design's basic guidelines will create opportunities for creative thinking and experimentation with new and modified teaching and supervisory practices; for improved school and community relationships; for new and creative use of teaching materials; for creative and effective use of personnel; for a new look at our children, their needs, and their potential for learning; and for a study and evaluation of the teaching and learning processes.

The AFT does not offer the suggested design as the final and only solution to the many problems facing our elementary schools. Improvements are open-ended. No one group or one discipline is today in a position to propose final solutions. The joint effort of many related groups and related disciplines are necessary. However, since the AFT's major responsibility is to advance the cause of public education, it must continue to meet this responsibility in an active, intelligent, and forceful manner. The educational needs of our nation mandates others to join this effort.

Simon Beagle, Chairman
COMPAS Council

APPENDIX A

RESEARCH AND EXPERIMENTATION

Careful evaluation of the program as a whole from the very initiation of the program is basic to sound growth. The evaluation must be skillfully planned under the guidance of the research staff assigned and in cooperation with the school staff and trained college personnel. All resources of the Board of Education, colleges and universities, public agencies and private grants should be used to design and conduct research.

In order to effectuate the research program, one school should be designated as the Research Center. It should have as consultant an "Academy of Research" composed of outstanding experts and specialists from the entire metropolitan community. The Research Center would serve as a clearing house for studies, explorations of new procedures and materials, and so on, and would work in close cooperation with the departments of educational research, curriculum research and child guidance.

Areas of action in research with experimentation would include the following:

Organization and special classes
- Nongraded primary
- Grade unit
- Team Teaching
- Open-end grouping
- Prekindergarten
- Extended day in kindergarten
- "Bridge" classes

Involvement with groups
- Campus school program
- Special community projects
- School-community aides
- Civic agencies (health, housing, welfare)
- Human-relations groups

Special programs
- Camping programs (summer, sleep-away, year-round)
- Summer day camp program
- Extended school day program
- Community library program
- Special parent-community programs
- Welcome program (new arrivals, orientation)
- Summer kindergarten programs
- Exchange school program (teachers, parents, children)
- Audio-visual: closed-circuit television
- Audio-visual: listening-speaking laboratories

Studies and projects

- Approaches to teaching non-English children
- Study of approaches to beginning reading
- Study of physical anomalies and the results of a correction program (with AMA)
- Studies of academic achievement in selected areas
- Studies of sequences in learning
- Studies of effectiveness in different patterns of preservice and in-service growth
- Studies of the use of programmed materials and machines in motivating learning
- Studies of utilization of community resources
- Studies relating to motivation, human relations, the effectiveness of guidance, etc.

Although each of these areas of investigation has broad implications for the whole school system, nevertheless the focus imperative here is on the values pertinent to the children in the suggested program.

APPENDIX B

OTHER FACTORS

Staff Growth

The catalytic agent in moving forward any program is the staff assigned to bring into action the suggestions culled from every source. In addition to the suggestions given in the section on Personnel, the following avenues of staff growth should be emphasized:

Professional Library Each school in the program should have a professional library appropriate to the size of the staff and the diversity of their problems.

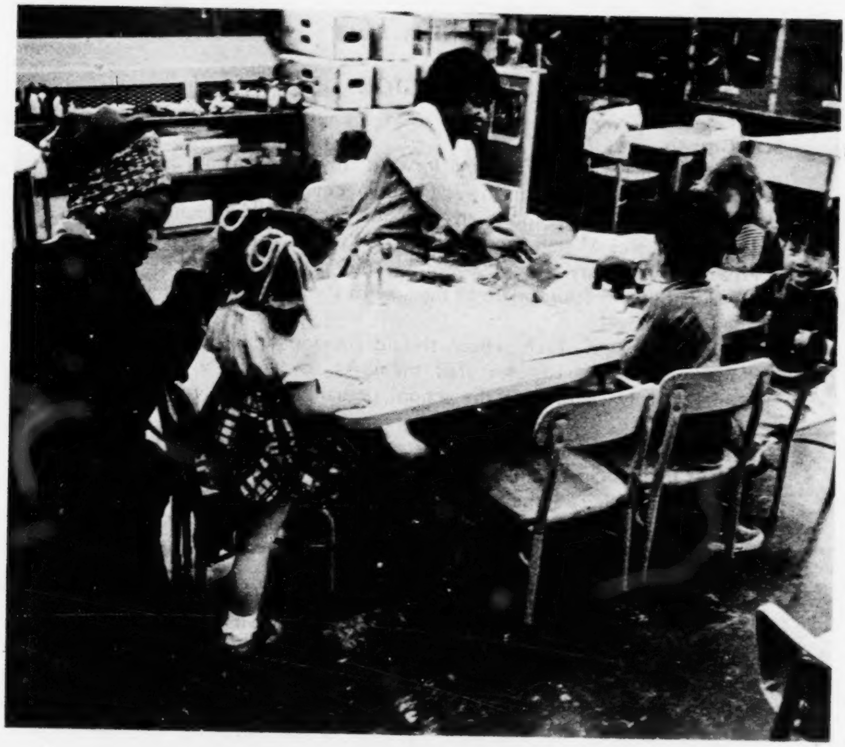
Foreign Language Each school should provide opportunity on an optional, voluntary basis, for staff members to learn the language spoken by many children in the school (Italian, Spanish, French, and so on).

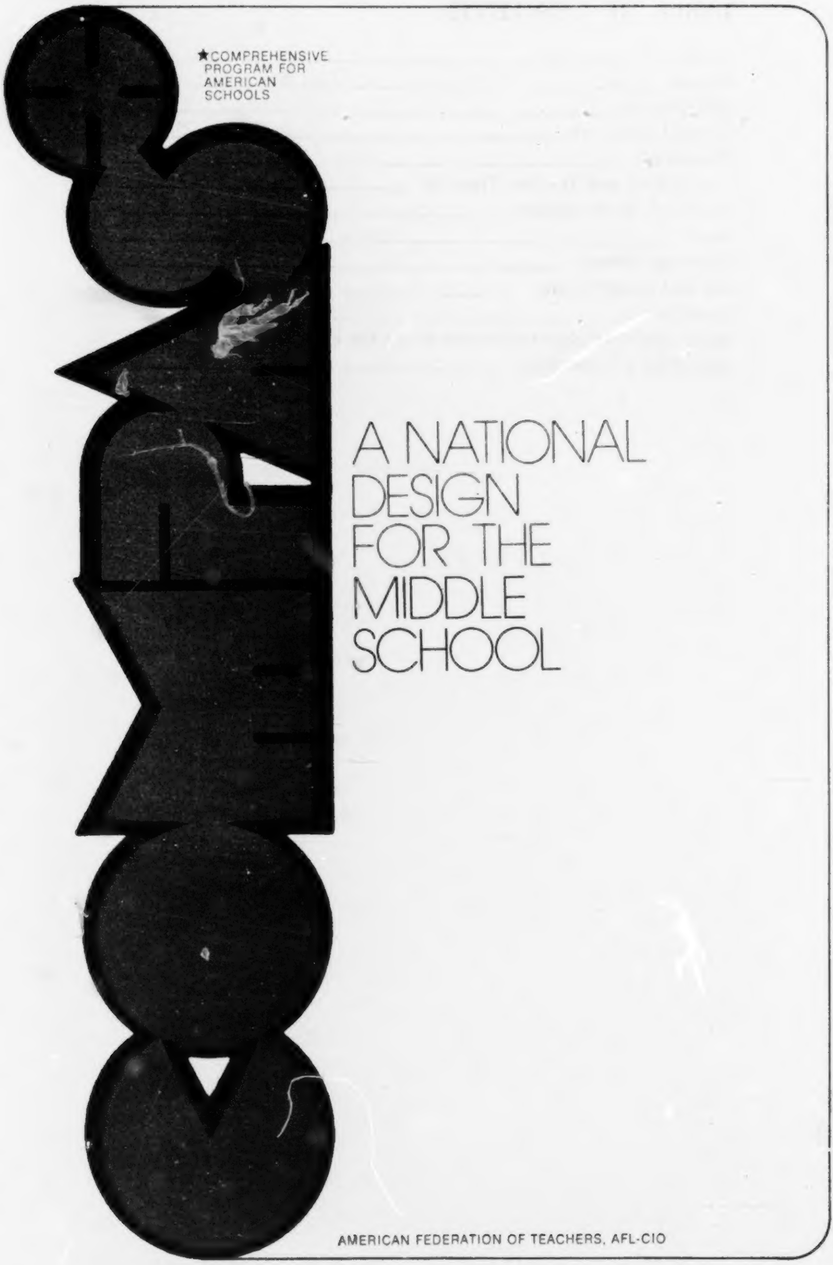
Operation Understanding Members of the staff should have the opportunity to participate in a program similar to New York's "Operation Understanding" (the program of supervisor visitation and teacher exchange with schools in Puerto Rico). Such a program could also be extended to sections of our own country, as the South, and to other countries.

Research Clearing House Provision must be made on a planned, systematic basis for relaying to members of the staff all significant findings that emerge from studies and investigations. This relay should include not only written reports but practical demonstrations and, where pertinent, actual practice in using the findings.

In essence, time and resources must be provided for a carefully developed program of staff growth that not only will give every participating teacher and supervisor the information needed for more effective performance of his responsibilities, but also will challenge his professional interest.

If we accept the broad definition of the curriculum as all the experience the child has inside and outside the school, then this AFT National Design for the Elementary School is an appropriate vehicle for fulfilling this objective.





★COMPREHENSIVE
PROGRAM FOR
AMERICAN
SCHOOLS

A NATIONAL DESIGN FOR THE MIDDLE SCHOOL

AMERICAN FEDERATION OF TEACHERS, AFL-CIO

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FOREWORD

Almost as soon as the right to collective bargaining began to be won by teachers in the early 1960's, members of the American Federation of Teachers started to translate their conceptions of optimum teaching and learning conditions into the language of collective bargaining contracts.

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The most famous of these programs was the More Effective Schools plan in New York. It provided for four teachers for every three classes; class size maximums of 22 (15 in kindergarten); increased supportive personnel, such as psychologists, psychiatrists, speech and hearing therapists; reading, art, drama and other specialists; more teacher aides, and greater teacher and parent involvement in administrative decision making in the school.

The More Effective Schools program was tested, retested and tested again. Such agencies as the Psychological Corporation and the American Institutes for Research found that it accelerated the learning rate of children, just as the teachers who designed it planned that it would, and the United States Office of Education chose it as "exemplary." Project READ in Chicago, the Neighborhood Education Centers in Detroit and other saturation programs showed similar successes.

The demand for similar designs at all levels of education—from pre-school to the community college—prompted the Executive Council of the AFT to establish the Council for a Comprehensive Program for American Schools (COMPAS), under the chairmanship of Simon Beagle, who headed the National Council for Effective Schools for many years and is a nationally known advocate of grassroots teacher involvement in educational design and decision making.

The work of the various COMPAS committees under Mr. Beagle's tutelage has resulted in four National Designs—for the elementary school, the middle school, the high school and the community college. The AFT is proud to present its Comprehensive Program for American Schools as its answer to those critics who believe that the way to solve the problems in education is somehow to tinker with the only relationship which results in learning—that between the teacher and the taught.

David Selden, President
American Federation of Teachers

1884

PREFACE

This report is the result of much thought and study by members in the American Federation of Teachers. The basic guidelines were first suggested by the Junior High School Committee of the United Federation of Teachers (UFT), AFT Local 2. These guidelines were studied and discussed at a series of AFT regional conferences held during the 1971-1972 school year. A tentative draft, including suggestions from these conferences, was prepared and submitted to AFT locals throughout the country for their reactions and suggestions. A final draft was then sent to the AFT Executive Council and submitted to the AFT 1972 National Convention. Both bodies unanimously approved the final report. Thus, the guidelines in this report are now AFT policy.

Simon Beagle, Chairman
National Council for a Comprehensive Program
for American Schools (COMPAS)

April, 1973

INTRODUCTION

It is an accepted fact that the public schools are under attack. Warranted or not, widespread criticism from all geographical regions and from all levels of society attest to this. It is obvious that our country is in turmoil, and since schools reflect society, this unrest is mirrored in the classroom.

If there is validity to these conclusions, educators can go in one of two directions. Taking an extreme position, one can argue that educators can do nothing until society solves its basic ills and then the schools would simply fall into line and the problems wither away.

The AFT believes that this is a simplistic viewpoint and not responsible. We would urge instead that educators present and fight for superior educational arrangements and seek the support of other segments of society.

Therefore, we are offering the following National Design for the Middle School, and hope that our contribution will help in some way to achieve these goals.

GENERAL STRUCTURE

A typical student entering a middle school comes from a non-departmental elementary school. He usually arrives at an overcrowded school, is among the youngest in the building, changes classes each period, and is given considerably more freedom than he previously experienced. This has been the traditional pattern for middle school students. (Middle school is the term used to designate all schools that exist between elementary and senior high schools.)

It is our judgment that this sudden "freedom" is overwhelming and creates a feeling of instability and disorientation. At the same time, due to maturation, our middle school student deserves greater freedom. Hopefully, the structure of a middle school will provide appropriate flexibility within a stable structure. We are also in agreement with authorities that approximately 800 pupils is an appropriate size for a middle school. We couple this belief with the concept of the necessity for increased individual attention and this necessitates an increase in personnel.

Lowest Grade

1. Units of 4 classes, 20 students each. Three units (12 classes) to the grade.
2. The same 4 to 5 major subject teachers for each unit.
3. The major subject rooms for each unit should be physically adjacent to each other.
4. The major subject teachers should be collectively responsible for curriculum.
5. Large blocks of time should be allocated to the major subject teachers, which then can be subdivided as they deem proper.

Middle Grade

Here we have an older student, now familiar with the school, who, at this point, is capable of moving away from the "extended family" arrangement he experienced during his last term.

Therefore, we recommend that unit grouping be dropped and subject classes changed as is now customary in present day junior high school or intermediate school.

However, we should now begin to offer our student course electives in each of his required "minor" subjects.

Course descriptions should be printed, distributed and after consultation with teachers, parents and guidance counselors, each student should select one course in each of his required minor areas. This proposal for the middle grade should not eliminate the possibility for electives in *all* subjects if the faculty desires it.

Upper Grade

At this level, we should stress again the concept that promotion in school reflects the opportunity for greater responsibility and increased freedom. We should now offer electives in all areas, subject to adult guidance. In the belief that a great deal of learning does, can and should go on outside of school, we want to expose our senior student to relevant informal learning, such as individual study or research, tutoring of younger students, school wide service, industry related work, community projects, or work for pay. All of the above should be appropriately supervised.

PERSONNEL

It is generally agreed by social critics and spokesmen in the fields of education, government, and industry that our present school system has become less and less able to respond to today's educational imperatives. Overcrowding, lack of funds, insufficient personnel, overall social turmoil and rising social expectations are some of the contributing factors.

If schools are to succeed, personnel sufficient in numbers and variety must be utilized. The staff of a school should determine the direction and atmosphere of a school. However well-meaning a faculty may be, it cannot perform its teaching responsibilities if it has inadequate facilities and personnel.

The AFT cannot provide "pat" answers, but simply a framework from which to start. The main task, therefore, is to see that adults, both inside and outside the classroom, be able to be flexible in attitude, action, and thought.

The school of today must be able to provide those facilities and services which help the students to work at their physical and mental optimum, in an atmosphere free of tension and pressures. For example, no educational expertise and counseling can be truly effective if the students are hungry. Whether through ignorance or poverty, many students come to school without breakfast or spend the day with either a snack or nothing for lunch. For these reasons, the AFT feels that our schools should provide free breakfast and lunch programs for all students.

If the role of the school is *in loco parentis,* we must be concerned with the physical need of the child as well as his mental development.

1. **Homeroom Teachers:** The AFT suggests twelve classes per grade with a total of thirty-six homeroom teachers for the three grades.
2. **Paraprofessionals:** A paraprofessional would assist each subject teacher. The paraprofessional's duties would be kept flexible. These would include assisting the teacher, working with small groups or individual students and preparing instructional material. Their presence in the classroom would not only be an educational asset, but would also provide a vital link between the school and the community.
3. **School Aides:** There must be sufficient school aides to perform all non-professional tasks and to relieve teachers of all administrative assignments.
4. **Administrative Personnel:** The administrative work of the schools would be taken care of by one principal, one administrative assistant and three secretaries assigned to each of the grade mentors.

5. **Grade Mentors:** One grade mentor at each grade level should supervise such activities as teacher training and curriculum planning. These grade mentors should be elected by the teachers in the school. The grade mentor is proposed because of the need for leaders who are primarily educators and who keep in touch, at the classroom level, with teachers and students. Administrators in conventional middle schools are too removed from the educational process to offer much real assistance to teachers or to give them needed educational direction.

In many of our neighborhoods, non-English speaking groups need special services. Education, especially the knowledge and comprehension of the English language, has always been the major force in the assimilation of the immigrant in America.

6. **Bilingual teachers in school and community relations** can help bridge the gap between the newcomer's family and the school which educates the child. These teachers have a variety of non-classroom functions. These include some home visits, speaking at meetings, and translating materials. By being able to communicate with the parents in their native language, the bilingual teacher is a liaison person who explains the role of the school, serves as a resource person regarding community services and assists the parents eventually to participate in school/home/community activities. The number of bilingual teachers will be determined by the needs of the school.

7. The Teacher of English as a second language (TESL) is in the classroom. His role is to prepare the students to become members of regular classes and to help the students adjust to their school environment. His classes are usually called "transition" or "orientation" classes. The length of the student's stay in these classes varies according to his ability to develop systematic control and fluency in English. At no time should the class register go beyond fifteen.

8. No school can function properly with an insufficient secretarial staff. The following licensed secretarial positions have been suggested:
   a. one secretary for admissions and discharges
   b. one secretary for the principal and administrative assistant
   c. one secretary per grade (total = 3)
   d. one secretary for the guidance department and clinical team
   e. one secretary for all extra duty assignments
   f. one secretary to handle payroll.

9. **Other Personnel:**

Absent Teacher Reserves—10% of the staff

Street Worker—one per grade

Attendance Teachers—two attendance teachers per sc[illegible] population of 800

Lab Assistant—one

Industrial Arts Assistant—one

Home Economics Assistant—one

Librarians—two

Library Assistant—to aid in use and care of multimedia material in the library

Speech Teacher—one

Clinical Team—one per school. The team will consist of the following:

a. one social worker
b. one psychologist
c. one part-time psychiatrist

Medical Team—one per school. The team shall consist of the following:

a. two full-time nurses
b. one part-time doctor
c. one dental hygienist
d. one part-time dentist
e. one part-time optometrist

Guidance Department—two licensed counselors per grade

CURRICULUM AND TEACHER TRAINING

Despite the limited space devoted to this topic in our report, this area is of major importance.

One of our basic principles is the involvement of the participants in the planning. The curriculum for each school should be developed by each staff to meet the particular needs of that school.

We recommend as part of the program a voluntary summer workshop for the entire staff with appropriate compensation. It is here that the specific staff for each of the schools will look afresh at their curriculum and devise, modify and update new ones.

We cannot emphasize too strongly the need for curriculum reform.

Increased flexibility, new or redesigned curricula, heightened sensitivity and greater student participation are the desired outcomes.

Any new program requires the complete understanding and support of the staff. It is imperative, therefore, that the summer workshop include sessions which encourage open discussion and offer legitimate insights into this new design.

This dialogue must also continue during the school term. Only in this way can proper support develop and become self-perpetuating.

MODIFIED HETEROGENEITY

Too often teachers in the middle schools have been confronted with the problem of class labeling. Some classes are labeled "bright," while others are labeled "slow." Unfortunately, this type of labeling cannot be avoided when classes are formed by homogeneous grouping. Whenever students are grouped by reading score or other ability factors, the school is by necessity placing the "bright" students in one class or group and the "slow" students in another class or group.

Regardless of how some schools have tried to disguise this homogeneity, the results of labeling are the same. Whether you call the class by exponent (6-1) or by room number (6-242), students and parents soon become aware of the situation, and the labeling game is on.

Therefore, we propose to break away from homogeneous grouping and to move toward heterogeneous classes. Realizing that teaching in a full heterogeneous program is virtually an impossible task for a teacher (even with paraprofessional aid), the proposal for the new "middle school" is based on what may be termed "modified heterogeneity."

We use this term to denote the fact that each class will have a greater degree of ability range, but that range will not reach extremes.

In the lower grade, all students in the class will be able to move along at the best individual rate, with students at the lower end of the class spectrum able to strive to move upward toward the higher end of the class spectrum. This goal will be a possible task, since there will not exist extremes in any of the classes. In the middle grade, the "modified heterogeneous class" structure will be used in the same manner with the additional factor of departmentalization. By the use of the departmentalization, a student may be moved into another group for a specific subject in which the student is extremely strong or extremely weak.

In the upper grade complete individualized programming will be used.

MARKS

Numerical grading is, in our opinion, often arbitrary; it emphasizes for "poor students" the failure syndrome and it encourages "good" students to look for the "grade" rather than to reach for relevant satisfaction.

Education today is rapidly being assigned greater responsibility for the well-being and maturation of children, and as we move towards this new concept, the need for greater flexibility in evaluation coupled with better communication seems to be apparent. Some educators and parents have complained that our present marking system is too inflexible and lacking in meaningful communication. As part of the restructuring of the middle school, we must begin to find new ways of evaluating the student and communicating the true meaning of that evaluation to the persons most concerned.

In the earlier grades, report cards will be supplemented by a system of parent-teacher interviews. Several parent interviews are arranged each day untill all the parents have been seen.

A grading system should be established that would allow for recognition of progress and at the same time would eliminate the stigma of failure.

We therefore urge that numerical grades be eliminated and that subject area reports which indicate rates of progress on an individual basis be used.

ALTERNATE SCHOOLS

Hopefully this middle school design will effectively unite students and teachers in more productive school experiences.

What is still needed, however, is something like a "halfway house" for those pupils who are so alienated from school that it is virtually impossible to get them to attend school or to do any worthwhile work if they do attend.

This alternate school should be physically apart from the school, very small, even more flexible than our basic design and one whose aim is to restore adult contact with these pupils so that they are more willing and able to return to the "mainstream."

STUDENT GOVERNMENT

The proper role for a child whether at home or in school is always difficult to define.

The AFT is convinced that middle school students can be given much greater school responsibilities than is commonly practiced.

One of the tasks of the summer workshop will be the development of new guidelines for self-government which will result in greater involvement for the students while not negating the professionals' responsibilities. It will be a task that must be done along with curriculum change. Some examples are:

1. Rules and enforcement of school behavior and decorum
2. School and program evaluations
3. Program suggestions
4. School-wide student workshops
5. Social activities
6. Community projects
7. Regular student leader—faculty meetings

CONCLUSION

The proposed model for a restructured middle school here is geared to meet the needs of perhaps the most complicated and demanding of students—those of the in-between years. It is designed to reach the potential dropout and the insecure student, as well as the over-achieving and ambitious one. It is anticipated that graduates of this new school will be more independent and have a clearer self-concept than those now entering our high schools. Hopefully they will feel that school is an exciting place to be and a place that is constructively meaningful to their lives. By the time they finish middle school, these students will probably know more about themselves and about what they have studied, since the whole process of schooling has become more relevant to them.

If the restructured middle schools fulfill these aims for students, surely this will promote more positive commitment among school staffs. The teacher who sees results is a more eager and imaginative learning catalyst. As such, perhaps he will forget that he once thought the high school or elementary school a better place to be. Above all, he will probably be a better teacher.

The AFT does not believe its model to be a panacea for all middle school ills, yet we strongly believe that this plan is workable and sound, We believe that if it is implemented by a school district willing to support the basic guidelines indicated in this report, the program suggested will prove successful. The cost for this program is really minimal when compared to the cost to taxpayers for providing the funds needed to pay for the social and economic consequences resulting from our failure to provide for effective education.

APPENDIX A

Suggested Activities for the Fifth Day

By paralleling many school and community activities, all sectors, pupils, parents, faculties, and residents can move toward greater homogeneity through shared interests and mutual benefits.

In the projected restructured middle school, the "fifth-day" allotment for extra-curricular activities as well as many of the relevant classroom curricula can intermesh with community needs; and in working to help satisfy these needs pupils may in turn gain valuable experience in common with their elders in coping with life's problems.

The following table of possible parallel activities is by no means definitive and complete but may serve to illustrate the almost limitless possibilities and as a framework for enlargement:

Examples of school activities	**Examples of out-of-school activities**
A. Student self-government and the study of organizational procedure and the history and practice of creative dissent.	A. On-the-spot lobbying internships in political, economic and/or social action clubs and storefront organizations — envelope-stuffing, duplicating, leafletteing.
B. Group guidance and counseling workshops.	B. Community-school rap sessions, lectures, workshops.
C. School beautification—anti-litter campaigns, bulletin boards, school garden murals, anti-vandalism education.	C. Neighborhood beautification and ecology watchdogging, street and minipark tree-planting, playground murals, halloween storewindow painting contests.
D. Home-nursing and baby care classes and kindergarten and pre-k monitorships.	D. Child care center volunteers and paid child care aides, day camp junior counselorships. Cooperative baby-sitting agency.
E. Home economics consumerism classes and assemblies.	E. Consumer education program, exhibits, workshops.
F. Inschool work experiences for pay or other compensation: cafeteria, library, laboratory, storerooms.	F. On-the-job programs: private industry, professional offices, public institutions, co-ops. Orientation trips.
G. School journalism.	G. Community newsletters.
H. Performing arts public speaking, dramatics, dance, creative writing, music.	H. Public affairs, "tailgate" theater, community performances, lectures, anti-drug-abuse plays.

Examples of school activities	**Examples of out-of-school activities**
I. Individual study and research projects.	I. Independent study outside public library, university campuses.
J. Tutoring and being tutored.	J. Tutoring and being tutored.

APPENDIX B
SUMMARY

Structure

1. School size—750 to 800 pupils
2. Class size—maximum of 20 pupils
3. Lowest grade
    a. clustered in units of 4 classes
    b. common preparation periods for clustered teachers
    c. teachers granted freedom to allocate time within the cluster
4. Middle grade
    a. beginning of elective program
    b. block programming
5. Upper grade
    a. total elective program
    b. fully individualized program
    c. fifth day activity

Personnel

1. Twelve classes per grade
2. One paraprofessional for each subject teacher
3. School aides to do all administrative assignments
4. Elected mentors for each grade to work on teacher training and curriculum planning
5. Bilingual teachers in school and community relations when needed
6. Teachers of English as a second language wherever needed
7. Six secretaries per school
8. Absent teacher reserve to be based on 10% of staff
9. Two attendance teachers per school
10. One street worker per grade
11. One laboratory assistant
12. One industrial arts assistant
13. One home economics assistant
14. Two librarians and one library assistant
15. One speech teacher
16. One clinical team per school
17. One medical team per school

Curriculum and Teacher Training

It is recommended that as part of the program, voluntary summer workshops be instituted for the entire staff with appropriate compensation. It is here that the specific staff of each school will look afresh at their curricula and devise, modify and update new ones. This dialogue must also continue during the school year. Only in this way can proper support develop and become self-perpetuating.

Modified Heterogeneity

To be used to prevent labelling and possible pre-judgment of pupils. To allow pupils to see and work towards attainable goals.

Marks

The committee urges that numerical grades be eliminated and that subject area reports which indicate rates of progress on an individual basis be substituted.

Alternate Schools

What is still needed is something like a "half-way house" for those pupils who are so alienated from school that it is virtually impossible to get them to attend school or to do any worthwhile work if they do attend.

Student Government

1. Rules and enforcement of school behavior and decorum
2. School and program evaluations
3. Program suggestions
4. Schoolwide student workshops
5. Social activities
6. Community projects
7. Regular student leader and faculty meetings

Senator **Pell**. This concludes the hearing for today. We will meet again tomorrow morning at 10 o'clock. We now stand adjourned.

[Thereupon at 12:05 p.m. the hearing was adjourned.]

EDUCATION LEGISLATION, 1973

Categorical Education Programs

WEDNESDAY, SEPTEMBER 12, 1973

U.S. Senate,
Subcommittee on Education of the
Committee on Labor and Public Welfare,
Washington, D.C.

The subcommittee met, pursuant to recess, in room 4232, Dirksen Office Building at 10:10 a.m., Senator Claiborne Pell, chairman of the subcommittee presiding.

Present: Senators Pell, Beall, and Stafford.

Senator Pell. The hearing will come to order. Today's hearing is a continuation of the subcommittee's investigation of the existing categorical programs of Federal assistance to education, and, of course, the various pieces of legislation which have been introduced during this session of Congress pertaining to elementary and secondary education.

Today we will be hearing from individuals who have experience with specific programs, and their perspectives will be most valuable to the committee.

As per our normal procedures, we would hope that the written statements be presented for the record and that they be summarized by the witnesses, which would leave us time for questions.

The first witness today is Dr. Arthur Ballantine, Chairman, National Advisory Council on Supplementary Centers and Services.

Senator Dominick, who would like to have been here very much to introduce you and hear your statement, has sent his regrets because he cannot be with us today.

STATEMENT OF ARTHUR BALLANTINE, CHAIRMAN, NATIONAL ADVISORY COUNCIL ON SUPPLEMENTARY CENTERS AND SERVICES

Mr. Ballantine. Thank you very much, Senator.

With your permission, Mr. Chairman, I would like to request that my full statement appear in the record.

Senator Pell. Without objection, it will appear as said in full at the conclusion of your testimony.

Mr. Ballantine. Then I would like to summarize or read a few paragraphs from it.

We believe title III to be a well-written and effective piece of legislation which accomplishes what Congress intended it to do. We are convinced that Federal encouragement of innovation in education has been invaluable during the past 10 years and is indispensable for the future. For these reasons, we support the extension of title III of the Elementary and Secondary Education Act as provided in S. 1539.

We think there are several reasons for continuing title III.

Every title III project must be innovative; that is, it must take an approach which is new in its locality. A project may be unique, or it may be a creative adaptation or expansion of proven ideas, and all are expected to take account of the research findings in their fields.

Funds appropriated for title III go directly into projects where they affect the daily learning and teaching experiences of children and teachers. This is educational development through the application of research, and for most school districts, the money available from title III is the only money from any source for this purpose.

In performing its leadership role, title III is aided by several characteristics of the legislation. One is its flexibility. Title III funds can be used in any area of the elementary and secondary curriculum, and they are not targeted to any one specific student or teacher population. Title III has therefore been able to respond across-the-board to new educational needs as they have arisen during the past 10 years.

There is hardly an area of Federal concern for education, as expressed in recent or proposed legislation, in which you will not find title III pilot projects already operating. This is true in such fields as career education, environmental education, programs for the gifted and talented, education of the handicapped, preschool education, ethnic studies, reading, and bilingual education.

If these resources of active, ongoing experience were effectively utilized, they could serve as a reservoir of tested expertise for other Federal education programs.

Another feature of the title III legislation, and one about which I have some personal knowledge, is the requirement that each State appoint an advisory council as a prerequisite to receiving funds. I have had the honor of serving on the Colorado State Advisory Council, and I am well aware of the value of this citizen participation in education decisionmaking.

The State councils review the application proposals which are received by the State education agency from local schools for title III funds, they oversee the projects during their operation, and they pass on continuation proposals. In all these activities, the State council represents the view of the community as to the value and contribution of the title III project. I consider the contribution made by State advisory councils to be one of the most significant parts of title III, and I urge that this concept be protected in any future legislation.

Through the requirement that projects respond to identified learner needs and that they subject themselves to continuing evaluation, title III is in the forefront of the new educational interest in accountability. Title III is therefore in a leadership position in the management and administration of education, as well as in teaching.

In another—and one of the most difficult—areas of educational practice, title III is also in a position to exercise leadership and to develop solutions. This is the area of dissemination, of getting good ideas from one place or one teacher to another.

As a step in this direction, the title III community during 1973 cooperatively engaged in an identification/validation/dissemination process by which a team of validation experts from one State visited and evaluated selected title III projects from a neighboring State. The evaluations were conducted on the basis of guidelines prepared by the Office of Education in cooperation with State and local title III personnel. One hundred and seven projects were finally chosen by this means as meeting criteria of innovativeness, exportability, cost-effectiveness, and significant pupil achievement or improvement. These projects will constitute a valuable resource of information for school systems throughout the country.

A list of the 107 identified projects is appended to this testimony. They are found in 42 States, the District of Columbia, and Puerto Rico, and they cover such areas as early childhood, special education, environmental education, teacher/staff training, reading, individualized instruction, and curriculum.

As a contribution to this effort, and in pursuance of its mandate to disseminate information concerning title III, the National Advisory Council is currently preparing two publications which will briefly describe each of these projects.

The progression to dissemination as a priority in title III is a natural one; the program has now reached a point of maturity at which it has many valuable materials to share with educators. The National Advisory Council supports a provision in House bill H.R. 69 which authorizes a nationwide directory of title III projects to be published annually by the Secretary of Health, Education, and Welfare.

We also suggest that comprehensive dissemination activities be made a regular part of Office of Education operation, through provision of specific funds for that purpose.

Senate bill S. 1539 deletes section 306, the Commissioner's discretionary part of title III, from the legislation, and gives the States full control of title III funds.

We support the idea of discretionary funds for the U.S. Commissioner of Education provided that the legislation include safeguards requiring: (1) Consultation with local educational agencies in the determination of national priorities, (2) open competition among school systems for State allotted funds, and (3) annual reports from the U.S. Office of Education concerning the use of discretionary funds and their impact on innovation.

I think that is adequate, I hope, to give you an idea of our position.

Senator Pell. We in the Congress have to strike a balance between the various proposals that have been presented. We look at the programs that are in being, measure and examine the inequities that may exist, the successes and failures, and then see what we can do to continuously improve the quality and dimensions of education for our Nation's youngsters. We have to make some pretty tough choices.

Pending before us is the administration's proposal which would pretty well scrap many of the categorical programs including the ones about which you have been talking here, and umbrella them under revenue sharing. This leaving to the local authorities the authority to dispose of the money as they say within broad policy guidelines.

The other approach would be to keep present law in existence as is and concrete without recognizing the difficulties, complexities, inequities which have crept into it. We have tried to come somewhere in the middle here. Which way do you lean? Do you think we should follow the administration's approach of umbrellaing, shelding title III and all the other titles into broad revenue sharing, or do you think we should keep the basic thrust now with categorical programs set by the Congress?

Mr. BALLANTINE. I think you want to encourage as much local participation in the educational process as you can. But I think there are a number of areas in which the Federal Government has to take the leadership, that there are some areas in which the States and local school districts are not going to help and that there are several such activities in the ESEA. I think, for instance, you can say not only title III, but what title V has done in improving the quality of State education to departments has been a very great real benefit. I really also think that when you come down to the problem of school libraries, it is rather shocking the lack of attention that schools have paid to their libraries. But a great deal has been accomplished by ESEA.

Senator PELL. Basically you would lean a little more toward keeping some of the broad categorical programs that we have now with the Federal Government directing funds in those directions?

Mr. BALLANTINE. Well I would study each one carefully. I am certain, because the area that I know best is title III, because that is what as a layman I have been working in, but I suspect that there are quite a few programs that have been instituted that have possibly served their purpose.

Senator PELL. To be very specific in your case with your interest in title III, would you support the administration's proposals to liquidate title III and put it into general revenue sharing?

Mr. BALLANTINE. No. In our advisory capacity to both you and to the administration, we believe that this would be a mistake because we are afraid that if you do not tell the States that there should be innovation that even though many of the States have good intentions, the pressures are so great for other needs like teachers salaries and new schools, a lot of the nuts and bolts of education, that these funds would not be used for innovation.

Senator PELL. I thank you very much. Senator Stafford.

Senator STAFFORD. Thank you, Mr. Chairman. I was detained by another engagement. I did not have an opportunity to hear Mr. Ballantine, but I will read his statement. I will waive any questions.

Senator PELL. Thank you very much, Mr. Ballantine, indeed for being with us.

Your testimony, as I said, will be placed in the record in full and studied by the committee.

Mr. BALLANTINE. Thank you very much, Senator Pell.

[The prepared statement of Mr. Ballantine and the annual report of ESEA title II follows:]

Statement on behalf of the

National Advisory Council on
Supplementary Centers and Services

by

Arthur Ballantine
Chairman

on

Extension of
The Elementary and Secondary Education Act

before the

Subcommittee on Education
Committee on Labor and Public Welfare
United States Senate

Wednesday, September 12, 1973

Chairman Pell and Members of the Subcommittee on Education:

My name is Arthur Ballantine, and I am Chairman of the National Advisory Council on Supplementary Centers and Services. The Council is mandated by the Elementary and Secondary Education Act to advise the President and the Congress concerning Title III of that Act, which provides funds for innovation in education. I appreciate the opportunity of appearing before this Committee.

The members of the National Advisory Council have asked me to express our support for the efforts of this Committee to stimulate discussion of the problems which confront us in education. We concur with Senator Pell's desire, expressed in his comments introducing S. 1539, to bring about a fundamental reassessment of what we are, what we have done, and what we ought to do. Indeed, this is what we believe the function of an advisory council to be. We are honored to participate in this effort with the members of this Committee, all of whom we know to be dedicated to the improvement of American education. I am from the state of Colorado and I have great respect for the ability and dedication of the member of the Committee from my home state, Senator Dominick.

We believe Title III to be a well-written and effective piece of legislation which accomplishes what Congress intended it to do. We are convinced that federal encouragement of innovation in education has been invaluable during the past ten years and is indispensable for the future. For these reasons, we support the extension of Title III of the Elementary and Secondary Education Act as provided in S. 1539.

Most of us who serve on this Council had little or no contact with Title III before becoming members. Our observations about the program are made as educators and lay persons and are based on what we have seen and heard during our terms of service on the Council. We would like to convey to this Committee our reasons for recommending continuation of Title III.

First, we have seen that Title III has a very important leadership role in American education. Every Title III project must be innovative; that is, it must take an approach which is new in its locality. A project may be unique, or it may be a creative adaptation or expansion of proven ideas, and all are expected to take account of the research findings in their fields.

Funds appropriated for Title III go directly into projects where they affect the daily learning and teaching experiences of children and teachers. This is educational development through the application of research, and for most school districts, the money available from Title III is the only money from any source for this purpose. Local schools are hard-pressed for basic funds to support their traditional programs, and it is a rare superintendent who has at his command the fiscal resources to implement innovation.

The contribution of Title III to the continuing renewal of American education is, then, what Senator Pell referred to in his remarks introducing S. 1539 in the Senate, when he said:

> Educational practices and methods have changed more rapidly in the last decade than during any previous 10-year period in the history of education. As a result, a greater proportion of our children are learning more and more quickly than ever before. The Federal stimulus has been, in part at least, responsible for these improvements.

We believe the case can be made even more strongly. We believe that the federal interest in and support for innovation has been the crucial factor in educational change in these ten years.

In performing its leadership role, Title III is aided by several characteristics of the legislation. One is its flexibility. Title III funds can be used in any area of the elementary and secondary curriculum, and they are not targeted to any one specific student or teacher population. Title III has therefore been able to respond across-the-board to new educational needs as they have arisen during the past ten years. There is hardly an area of federal concern for education, as expressed in recent or proposed legislation, in which you will not find Title III pilot projects already operating. This is true in such fields as career education, environmental education, programs for the gifted and talented, education of the handicapped, preschool education, ethnic studies, reading, and bilingual education. If these resources of active, ongoing experience were effectively utilized, they could serve as a reservoir of tested expertise for other federal education programs.

Another feature of the Title III legislation, and one about which I have some personal knowledge, is the requirement that each state appoint an advisory council as a prerequisite to receiving funds. I have had the honor of serving on the Colorado State Advisory Council, and I am well aware of the value of this citizen participation in education decision-making. The state councils review the application proposals which are received by the state education agency from local schools for Title III funds, they oversee the projects during their operation, and they pass on continuation proposals.

In all these activities, the state council represents the view of the community as to the value and contribution of the Title III project. I consider the contribution made by state advisory councils to be one of the most significant parts of Title III, and I urge that this concept be protected in any future legislation.

Through the requirement that projects respond to identified learner needs and that they subject themselves to continuing evaluation, Title III is in the forefront of the new educational interest in accountability. Title III is therefore in a leadership position in the management and administration of education, as well as in teaching. Many states report that the Title III administrative staff serves in a consultant capacity to other divisions of the state education department which are incorporating the concepts of evaluation and accountability into their programs.

In another--and one of the most difficult--areas of educational practice, Title III is also in a position to exercise leadership and to develop solutions. This is the area of dissemination, of getting good ideas from one place or one teacher to another.

A Title III project normally receives federal funding for three years, with the expectation that the local district will continue to support successful programs with local resources. The ultimate goal, however, is to have good ideas and programs widely adopted and/or adapted. In many states, the staffs of projects evaluated as being exemplary are asked to develop statewide dissemination plans to provide other school districts with training services and materials in order to replicate the projects. In a number of states, the legislatures have provided specific funds for this purpose. The states are for the most part doing a good job of getting the word about successful new educational practices developed under Title III disseminated within their own borders.

But there is a larger purpose which could and should be served by Title III. Because almost all projects represent answers to questions which are found in education throughout the nation, there should be effective national dissemination of information. As a step in this direction, the Title III community during 1973 cooperatively engaged in an Identification/Validation/Dissemination process by which a team of validation experts from one state visited and evaluated selected Title III projects from a neighboring state. The evaluations were conducted on the basis of guidelines prepared by the Office of Education in cooperation with state and local Title III personnel. One hundred and seven projects were finally chosen by this means as meeting criteria of innovativeness, exportability, cost-effectiveness, and significant pupil achievement or improvement. These projects will constitute a valuable resource of information for school systems throughout the country.

A list of the 107 identified projects is appended to this testimony. They are found in 42 states, the District of Columbia, and Puerto Rico, and they cover such areas as early childhood, special education, environmental education, teacher/staff training, reading, individualized instruction and curriculum. As a contribution to this effort, and in pursuance of its mandate to disseminate information concerning Title III, the National Advisory Council is currently preparing two publications which will briefly describe each of these projects.

The progression to dissemination as a priority in Title III is a natural one, the program has now reached a point of maturity at which it has many valuable materials to share with educators. The National Advisory Council supports a provision in House bill H.R. 69 which authorizes a nationwide directory of Title III projects to be published annually by the Secretary of Health, Education, and Welfare. We also suggest that comprehensive dissemination activities be made a regular part of Office of Education operation, through provision of specific funds for that purpose.

Senate bill S. 1539 deletes Section 306, the Commissioner's discretionary part of Title III, from the legislation, and gives the states full control of Title III funds.

We support the idea of discretionary funds for the U.S. Commissioner of Education provided that the legislation include safeguards requiring: (1) consultation with local educational agencies in the determination of national priorities, (2) open competition among school systems for state allotted funds, and (3) annual reports from the U.S. Office of Education concerning the use of discretionary funds and their impact on innovation.

The National Advisory Council appeared to offer testimony before the General Education Subcommittee of the Education and Labor Committee of the House of Representatives in connection with H.R. 69, the bill introduced by Mr. Perkins of Kentucky, to extend ESEA. The Council at that time expressed opposition to consolidation of Title III with any other federal grant program.

I would like to repeat for this Committee the reasons for our position on consolidation, since it seems likely that this question will arise in your discussions of S. 1539.

The fundamental issue at stake in any grants consolidation is whether the objectives of the programs to be combined are compatible. Title III has some experience with grants consolidation, since in 1969, Title III of ESEA was consolidated with Title V-A of the National Defense Education Act, which provides funds to local schools for support and maintenance of guidance and counseling services. Title III provides funds to local schools also, but for innovative projects in a wide variety of areas, including guidance and counseling. In the consolidation, the legislation stipulated that each program was to continue to be administered according to its original objectives. We are well aware of the difficulties which are created for state education agencies when they are required to administer under one grant programs which have such widely differing goals and intent. We hope that this kind of problem will not again be created for Title III in any grants consolidation which may result from new legislation. The National Advisory Council believes strongly in the unique nature of Title III's activities, and we would oppose having its function confused or diluted by combination with any unrelated program.

In conclusion, I would summarize the position of the National Advisory Council as follows:

(1) We believe that Title III is effective legislation as currently written and that it should be continued as a categorical aid program.

(2) We oppose grants consolidation for Title III on the basis that the program has a unique function and its administration should be clearly defined and identifiable among federal programs.

(3) We support S. 1539 as written, with the reservations expressed in the testimony relative to deletion of Section 306.

(4) We suggest that future legislation provide specific funds for the purpose of disseminating information nationally concerning successful Title III projects which respond to needs common to all or many states.

The members of the Council have asked me to request that their February 15, 1973 report to the President and the Congress on ESEA Title III be included in these hearings.

Thank you for giving me the opportunity to tell you the National Advisory Council's views about Title III. If the Council can be of help to this Committee in any way, by supplying information or materials concerning the Title III program, we will be honored if you will ask us to do so.

TEACHER/STAFF TRAINING

Creativity in the Classroom, Joan Avitable, Director, 69 Grand Avenue, New Haven, CONNECTICUT 06511 (203 562-0151 x 238).

Training Center for Open Space Schools, Marion M. Simons, Director, 415 12th Street, N.W., WASHINGTON, D. C. 20004 (202 638-6871).

Project Success Environment: An Approach to Community Education Improvement, Marion Thompson, Director, 892 Vedado Way, N.E., Atlanta, GEORGIA 30309 (404 874-5771).

Project League: Learner Guided Education, Leslie C. Bernal, Director, 101 Mill Road, Chelmsford, MASSACHUSETTS 01824 (617 246-3986).

A County Training Program in Behavior Modification, Barbara Pentre and Hilde Weisert, Directors, Palisades Park Schools, 249 Leonia Avenue, Bogata, NEW JERSEY 07603 (201 487-2707).

Interning for Learning, Harry Brown, Director, Administrative Principal, Dennis Township Public Schools, Dennisville, NEW JERSEY 08214 (609 861-2821).

A Synthesis Approach to Teacher Self-Evaluation, William C. Moritz, Director 2345 South Detroit, Maumee, OHIO 43537 (419 893-4611).

Open Education, Robert J. Labriola, Director, Research and Learning Center, Millersville State College, Millersville, PENNSYLVANIA 17551 (717 872-5[illegible]1 x 652).

Project Secondary English -- Teaching English to the Disadvantaged Student, Stuart R. Brown, Director, Box 1069, Lancaster, SOUTH CAROLINA 29720 (803 283-4377).

Region XIII Education Service Center, Joe Parks, Director, 6504 Tracor Lane, Austin, TEXAS 78721 (512 926-8080).

Staff Development in Creativity, Edward Guziewski, Director, Oregon Consolidated Schools, 200 North Main Street, Oregon, WISCONSIN 53575 (608 835-3161).

Interact, Gregory McElwee, Director, Cedarburg Public Schools, 439 North Evergreen Drive, Cedarburg, WISCONSIN 53012 (414 377-4121).

In-Service Training for Teacher of Natural Sciences, Jesus Vega Martinez, Director, Department of Education, Office of the Superintendent of Schools, Humacao, PUERTO RICO (809 852-1434).

INDIVIDUALIZED INSTRUCTION

Parent-Partners Traineeship, Phyllis Hobson, Director, Maude Aiton Elementary School, 533 48th Place, N.E., WASHINGTON, D.C. 20019 (202 396-4316/629-6771).

Success in Mathematics Through Aural Reading Techniques (SMART), Francis T. Sganga, Director, School Board of Volusia County, Box 1910, Daytona Beach, FLORIDA 32015 (904 255-6476).

A New Adventure in Learning, June Johnson, Director, Leon County School Board, 2757 West Pensacola Street, Tallahassee, FLORIDA 32304 (904 877-8595).

Individually Prescribed Elementary Instructional Program, Ola R. Dupree, Director, P.O. Box 1227, Valdosta, GEORGIA 31601 (912 242-0986).

Curriculum Change Through Nongraded Individualization, Darrell Loosle, Director, Route 2, Box 294A, Blackfoot, IDAHO 83221 (208 684-4450).

LEM -- Learning Experience Module, Eleanor Russo, Director, Fanny M. Hillers School, Longview Avenue, Hackensack, NEW JERSEY 07601 (201 488-4100).

SOLVE, Glendon C. Beldon, Director, 37 Pleasant Street, Concord, NEW HAMPSHIRE 03301 (603 224-9461).

Project Open Classroom, Thelma Newman, Director, P.O. Box 1110, Wayne, NEW JERSEY 07470 (201 696-3363).

Individualized Language Arts Diagnosis, Prescription and Evaluation, Jeanette Alder, Director, Roosevelt School, Louisa Place, Weehawken, NEW JERSEY 07087 (201 865-2274).

STAY: (School To Aid Youth), Tom Butler, Director, 400 North Broadway, Moore Schools, Moore, OKLAHOMA 73060 (405 794-6636).

A Systems Approach to Individualized Instruction, W. Dale Fallow, Director, 310 San Francisco Street, Grants Pass, OREGON 97526 (503 479-6433).

Project CAM -- Concepts and Materials, Lawrence T. Mello, Director, Portsmouth School Department, Middle Road, Portsmouth, RHODE ISLAND 02871 (401 846-7086).

Alternate Learning Project (ALP), Lawrence Paros, Director, 180-82 Pine Street, Providence, RHODE ISLAND 02903 (401 272-1450).

Identification and Remediation -- Learning Disabilities, Robert R. Farrald and John D. Balfany, Directors, Title III-IRLD, 701 South Western, Sioux Falls, SOUTH DAKOTA 57104 (605 336-3096).

A Project to Develop and Test Follow-Through Techniques for Encouraging DSII Visitors to Initiate Individualized Instruction Programs after Visitation, N. W. Kilgore, Director, Tyler Independent School District, P.O. Box 237, 1312 West 8th Street, Tyler, TEXAS 75701 (214 597-5511).

Utah System Approach to Individualized Learning, Carma M. Hales, Director, 1421 South 2200 East, Salt Lake City, UTAH 84108 (801 582-1344).

Project PLACE - Personalized Learning Activity Centers for Education, Edwin L. Warehime, Director, 10th and Court Streets, Lynchburg, VIRGINIA 24504 (703 847-1364).

Reinforcing Personalized Instruction, Paul Novak, Director, 436 East 22nd Avenue, Torrington, WYOMING 82240 (307 532-2643).

ENVIRONMENTAL EDUCATION

Environmental Laboratory, Hess G. Wilson, Director, Administration Building, Blount Road, New Castle, DELAWARE 19720 (302 328-7572).

Project ECO, An Environmental Curriculum Opportunity, Luther Kiser, Director, 120 South Kellogg, Ames, IOWA 50010 (515 232-3400).

Maine Environmental Education Project, Dean B. Bennett, Director, Intermediate School, Yarmouth, MAINE 04096 (207 846-3392).

Project Adventure, Robert R. Lentz, Director, 775 Ray Road, Hamilton, MASSACHUSETTS 01936 (617 468-1766).

Environmental Ecological Education, Verlin M. Abbott, Director, Parkway School District, Administration Building, 455 North Woods Mill Road, Chesterfield, MISSOURI 63017 (314 434-8412).

The Pollution Control Education Center, Charles Murphy, Director, Union Township Board of Education, 2369 Morris Avenue, Union, NEW JERSEY 07083 (201 688-1200).

Southern Cayuga Atmospherium-Planetarium, John A. Oliver, Director, Southern Cayuga Central, Poplar Ridge, NEW YORK 13139 (315 364-7737).

The Interlakes Environmental and Outdoor Education Program, Major L. Boddicker, Director, Chester Area Schools Number 34, Chester, SOUTH DAKOTA 57016 (605 489-2416).

SPECIAL EDUCATION

Comprehensive Services for Children, Wayne E. Bradshaw, Director, Dothan City Schools, P.O. Box 1188, Dothan, ALABAMA 36301 (205 792-0077).

Focus on Preschool Developmental Problems, Thomas Hockman, Director, Colorado Springs Public Schools, Department of Special Education, 1115 North El Paso Street, Colorado Springs, COLORADO 80903 (303 [illegible]-8773).

Project 3R, George Bondra, Director, Center School, East Granby, CONNECTICUT 06026 (203 653-2556).

Auditory Perceptual and Language Development Training Program, Elsie M. Geddes and Ethel S. Jordan, Directors, 1207 Fort Street, Boise, IDAHO 83702 (208 342-4543).

Early Prevention of School Failure, Luceille Werner, Director, 114 North Second Street, Peotone, ILLINOIS 60468 (312 248-3478).

Individualized Multi-Sensory Approach to Learning Disabilities, J. Landis, Director, Lincoln Community High School District #404, 1000 Prim Road, Lincoln, ILLINOIS 62656 (217 732-4131).

Curriculum Prescription and Development for Handicapped Children in Ten Central Indiana School Corporations, Rolla F. Pruett, Director, M.S.D. Wayne Township Marion County, 1220 South High School Road, Indianapolis, INDIANA 46241 (317 244-0401).

Re-Education for Emotionally Disturbed, Donald R. Alwes, Sr., Director, Jefferson County Board of Education, 3332 Newburg Road, Louisville, KENTUCKY 40218 (502 425-9602).

Project Learning Disabilities -- Early Identification and Intervention, Nancy Koepffner, Director, 1515 South Salcedo Street, New Orleans, LOUISIANA 70125 (504 865-7781).

Early Intervention to Prevent Learning Problems, Jewell Makolin, Director, Carroll County Board of Education, Box 500, Westminster, MARYLAND 21157 (301 848-8280).

FAST -- Functional Systems Approach-Learning Disabilities, Herb Escott, Director, Essexville-Hampton School District, 303 Pine Street, Essexville, MICHIGAN 48732 (517 893-4533).

Special Education Cooperative, Marvin D. Hammarback, Director, 119-1/2 North Broadway, Crookston, MINNESOTA 56716 (218 281-2130).

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SPECIAL EDUCATION

Behavior Modification of Emotionally Disturbed Children, William L. Findley, Director, 801 Second Avenue North, Great Falls, MONTANA 59401 (406 761-5800).

Project Success for the SLD Child, Richard Metteer, Director, Wayne Public Schools, District 17, [illegible]1 West 7th Street, Wayne, NEBRASKA 68787 (402 375-3854).

Engineered Classroom for Students Who are Both Educable Handicapped and Behaviorally Maladaptive, Stanley Wilcox, Director, Papillion Public Schools, 130 West First Street, Papillion, NEBRASKA 68046 (402 339-3411).

Learning Center: Integrated Alternative to Special Education, John Jay McCool, Director, Winslow Township Board of Education, Central Avenue, Blue Anchor, NEW JERSEY 08037 (609 561-4102).

Prescriptive Teaching Workshop, Joseph Romanko, Director, 309 South Street, New Providence, NEW JERSEY 07974 (609 464-9450).

Center for Multiple-Handicapped Children, Edmund Horan, Director, 105 East 106th Street, New York, NEW YORK 10029 (212 722-0605).

A Comprehensive Program for Severely Physically Handicapped, Nicholas Zona, Director, 13 South Fitzhugh Street, Rochester, NEW YORK 14614 (716 232-4860).

Program Models for EMR Students, Thomas Noffsinger, Director, 7090 Hopkins Road, Mentor, OHIO 44060 (216 255-6070).

Speech Tele-Van, Alan Olsen, Director, Marion Intermediate Education District, 681 Center Street, N.E., Salem, OREGON 97301 (503 588-5330).

Modification of Children's Oral Language, James D. Bryden, Director, Department of Communication Disorders, Bloomsburg State College, Bloomsburg, PENNSYLVANIA 17815 (717 389-2217).

Handicapped and Normal Children Learning Together, Eben Robinson, Director, Brigadoon Elementary School, 3601 Southwest 336th Street, South, Federal Way, WASHINGTON 98002 (206 927-7712).

EARLY CHILDHOOD

Mother and Child Learning Team, Servando B. Carrillo, Director, 2411 East Buckeye Road, Phoenix, ARIZONA 85034 (602 273-1333).

ESEA Title III Parent-Child Mobile Classrooms, Currie B. Dawson, Director, School City of Gary, 620 East 10th Place, Gary, INDIANA 46402 (219 886-3111).

Insight Unlimited, Fred Glancy, Jr., Director, Delaware Community School Corporation, R.R. #3, Muncie, INDIANA 47302 (317 288-5597).

EARLY CHILDHOOD

Model Early Childhood Learning Program, Alice Pinderhughes, Director, School 112A, 1330 Laurens Street, Baltimore, MARYLAND 21217 (301 467-4000 x584).

Parent Readiness Education Project, Diane K. Bert, Director, Redford Union School District, 18499 Beech Daly Road, Detroit. MICHIGAN 48240 (313 535-2000 x201)

A Model Early Childhood Education Program, Carl L. Weeden, Director, Box 771, New Albany, MISSISSIPPI 38652 (601 524-7641).

Project SEE: Specific Education of the Eye, Milton Knobler, Director, Union Township Board of Education, 2369 Morris Avenue, Union, NEW JERSEY 07083 (201 688-1200).

East Harlem Pre-School Learning Program, Shirley Munoz, Director, 174 East 104th Street, New York, NEW YROK 10029 (212 427-6201).

SEARCH (Social and Economic Adjustment of Retarded Children), Ann L. Halstead, Director, 146 South Catherine Street, P.O. Box 925, Plattsburgh, NEW YORK 12901 (518 561-1341).

Preschool Learning Adjustment Needs, Richard [illegible] Hills, Director, 1236 Napoleon Street, Fremont, OHIO 43420 (419 334-2660).

Impact of a Pre-School and Interracial Program, Judy Barg, Director, 230 East 9th Street, Cincinnati, OHIO 45202 (513 369-4000).

Helping Eliminate Early Learning Disabilities, William B. Brewster, Director, 451 North 2nd Street, Central Point, OREGON 97501 (503 664-3341).

Early Childhood Education At Home, Mary JoAnn Richards, Director, Regional Educational Service Agency, Region VIII, Curriculum Improvement Center, 615 West King Street, Martinsburg, WEST VIRGINIA 25401 (304 263-8948).

ESEA Title III: Strategies in Early Childhood Education, Robert Schramm, Director. Cooperative Educational Service, Agency #13, 908 West Main Street, Waupun, WISCONSIN 53963 (414 324-4461).

READING

PEGASUS -- Personalized Educational Growth and Achievement; Selective Utilization of Staff, Marie Sinclair, Director, Tuscaloosa City Schools, 1100 21st Street, East, Tuscaloosa, ALABAMA 35401 (205 758-3845)

Early Childhood Preventive Curriculum, Richard O. White, Director, School Board of Dade County, Lindsey Hopkins Education Center, 1410 N.E. Second Avenue, Miami, FLORIDA 33132 (305 350-3354)

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Summer Television Arithmetic and Reading, Jack W. Humphrey, Director, Evansville Vanderburgh High School Corporation, 1 South East 9th Street, Evansville, INDIANA 47708 (812 426-5061).

Vocational Reading Power, Roy J. Butz, Director, Oakland Schools, 2100 Pontiac Lake Road, Pontiac, MICHIGAN 48054 (313 338-1011).

Project INSTRUCT, Carl R. Spencer, Director, Lincoln Public Schools, 720 South 22nd, Lincoln, NEBRASKA 68510 (402 475-1081).

Accountability in Primary Reading Education, Barbara Tapscott, Director, Burlington City Schools, 206 Fisher Street, Burlington, NORTH CAROLINA 27215 (919 227-6251).

Measurable Extensions to Reading, Charles Cheney, Director, L. E. Berger Middle School, West Fargo, NORTH DAKOTA 58078 (701 282-0530).

Itinerancy of Specialized Educational Services for Low Socio-Economic Deprived Areas in Ciales School District, Virginia Colon de Diez, Director, Department of Education, Avenue Teniente Gonzaliez, Hato Rey, PUERTO RICO (809 871-3345).

SPECIAL CURRICULUM AREAS

S.P.H.E.R.E.INC. (Supplementary Program for Hartford in Education Reinforcement and Enrichment), David P. Kern, Director, 47 Vine Street, Hartford, CONNECTICUT 06112 (203 525-3195).

Health and Optimum Physical Education, Martha F. Owens, Director, Box 141, Ocilla, GEORGIA 31774 (912 468-7098).

Media Now, William Horner and Ron Curtis, Directors, Southwest Iowa Learning Resources Center, 401 Reed Street, Red Oak, IOWA 51566 (712 623-4913).

Urban Arts Program, Wallace Kennedy, Director, Minneapolis Public Schools, Special School District #1, 807 N E. Broadway, Minneapolis, MINNESOTA 55413 (612 333-7625).

Educational Services for Young Parents, Anna F. Kelly, Director, Family Learning Center, 225 Comstock Street New Brunswick, NEW JERSEY 08902 (201 247-2600).

Learner Orientation to Technology, Walter Knipe, Director, 1224 Walnut Street, Grand Forks, NORTH DAKOTA 58201 (701 772-6883).

Developing Curricula for Education of Youth in Meeting Modern Problems -- The Constructive Control of Aggressive Behavior, Theodore Buerger, Director, 1470 Warren Road, Lakewood, OHIO 44107 (216 579-4201).

Developing Curriculum for Education of Youth in Meeting Modern Problems, William J. Parrish, Director, 348 West First Street, Dayton, OHIO 45402 (513 461-3350).

Laboratory Science Program in Clover, Sara Dillard, Director, Clover Middle School, Wilson Street, Clover, SOUTH CAROLINA 29710 (803 222-9503).

The Multi-Media Approach to Learning, Betty Martin, Director, 420 North Pleasantburg Drive, Greenville, SOUTH CAROLINA 29606 (803 242-6450).

Exploring Creative Frontiers, Shirley C. Heim, Director, Route 2, Box 20-A, Stafford, VIRGINIA 22554 (703 659-3141 x9).

Occupational Versatility, John Lavender, Director, Highline School District #401, 15675 Ambaum Boulevard, S.W., Seattle, WASHINGTON 98166 (206 433-2487).

CURRICULUM (ACADEMIC)

Decision Making Through Inquiry, Lucille K. Sherman, Director, Carrcroft Elementary School, Mount Pleasant School District, Wilmington, DELAWARE 19803 (302 762-6110 x217).

Pre-Algebra Development Centers, Dorothy Strong, Director, Chicago School Board, 1750 East 71st Street, Chicago, ILLINOIS 60649 (313 955-0600).

Design of a Management-by-Objectives System for East Allen County Schools, Daryl R. Yost and Julie Bauer, Directors, East Allen County Schools, 1240 U.S. 30 East, New Haven, INDIANA 46774 (219 749-5143).

Comprehensive Curriculum and Staff Development, Jack Neel, Director, Bowling Green Board of Education, 224 East 12th Street, Bowling Green, KENTUCKY 42101 (502 745-2451).

Demonstration Evaluation Center, E. Daniel Eckberg, Director, Hopkins Schools, 1001 Highway #7, Hopkins, MINNESOTA 55343 (612 935-5571).

Conceptually Oriented Mathematics Program, Alta M. Harness, Director, 310 North Providence, Columbia, MISSOURI 65201 (314 443-4031).

MOPPET (Media Oriented Program Promoting Exploration in Teaching), a K-6 Humanities Program, Alfred Kohler, Director, Indiana Avenue School, Indiana Avenue, Iselin, NEW JERSEY 08830 (201 283-0330).

CURRICULUM (ACADEMIC)

Dale Avenue Urban Early Childhood Education Project, Helen B. Hanson, Director, Dale Avenue School, 21 Dale Avenue, Paterson, NEW JERSEY 07505 (201 271-3375).

Basic Skills Through Practical Arts, Clayton R. Haynes, Director, 417 South College Street, Covington, TENNESSEE 38019 (901 476-5514).

LRC Computer Network, Robert P. Perry, Director, Campus Box 16, Bluefield State College, Bluefield, WEST VIRGINIA 24701 (304 237-5951).

Wyoming Model Laboratory Mathematics Project (WYMOLAMP), David Flory, Director, School District Number 25, 121 North Fifth West, Riverton, WYOMING 82501 (307 856-5102).

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ANNUAL
REPORT
ESEA Title III

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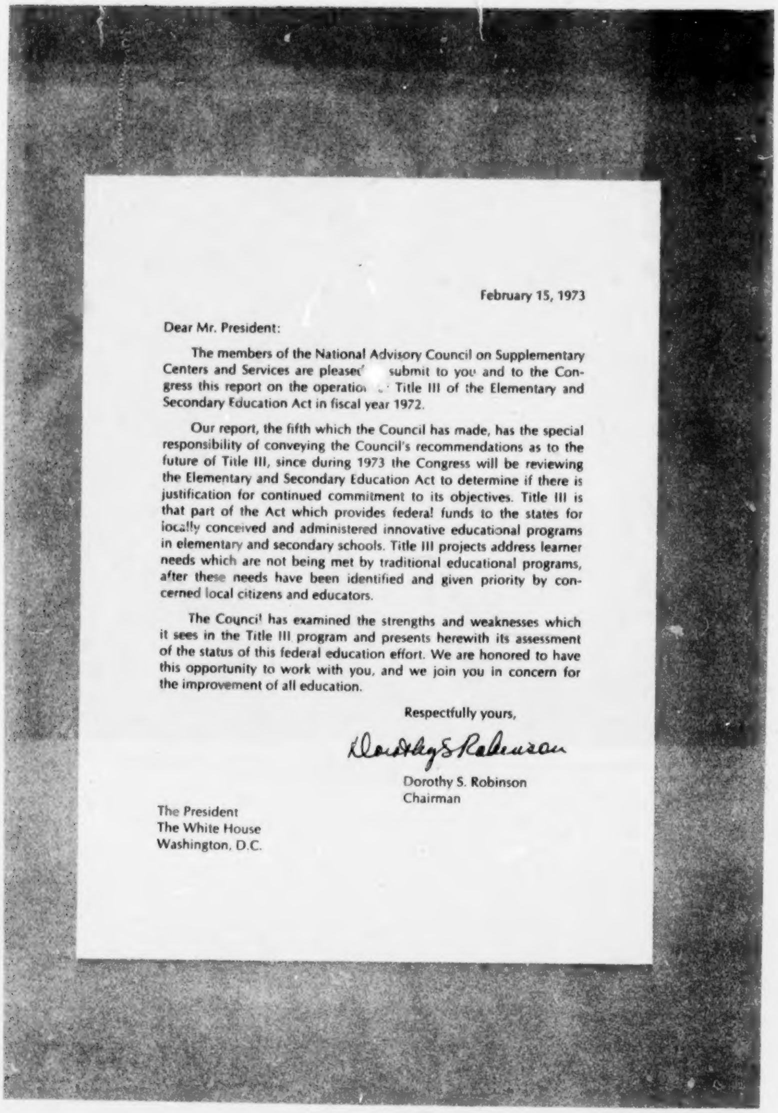
Children who were born in 1965 are now in the second grade . . . Is the second grade better for these children than it would have been without ESEA?



February 15, 1973

Dear Mr. President:

The members of the National Advisory Council on Supplementary Centers and Services are pleased [illegible] submit to you and to the Congress this report on the operation of Title III of the Elementary and Secondary Education Act in fiscal year 1972.

Our report, the fifth which the Council has made, has the special responsibility of conveying the Council's recommendations as to the future of Title III, since during 1973 the Congress will be reviewing the Elementary and Secondary Education Act to determine if there is justification for continued commitment to its objectives. Title III is that part of the Act which provides federal funds to the states for locally conceived and administered innovative educational programs in elementary and secondary schools. Title III projects address learner needs which are not being met by traditional educational programs, after these needs have been identified and given priority by concerned local citizens and educators.

The Council has examined the strengths and weaknesses which it sees in the Title III program and presents herewith its assessment of the status of this federal education effort. We are honored to have this opportunity to work with you, and we join you in concern for the improvement of all education.

Respectfully yours,

Dorothy S. Robinson

Dorothy S. Robinson
Chairman

The President
The White House
Washington, D.C.

1923

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Strengths of Title III

Title III of the Elementary and Secondary Education Act is the most effective force in American education for constructive innovation and change. Since its enactment by Congress in 1965, Title III has made federal funds available to the states for projects which apply new methods and research to educational problems in local elementary and secondary schools. In doing so, Title III has stimulated interest in improved educational practices at the grassroots level of education and has brought research and development directly into the classroom.

For most school districts, the funds available from Title III are the only funds available for experimental research and development. School administrators find it difficult to take the risks which are inherent in innovation if the money for this purpose must come from hard-pressed local fiscal resources. Congress recognized this, and also that a continuing process of self-improvement in education is in the national interest, when it provided federal support for innovation to local schools through Title III.

Under the legislation, Title III funds may be used for projects in any curriculum area. The administrative machinery of the Title III program at the state and national levels does not need to "tool up" for each new problem or approach. This fact, that it is a flexible program *in being*, makes it possible for Title III to respond to educational needs as they arise. The program is therefore a valuable model-creating resource, both to education as a whole and to other federal education programs.

Title III pilot projects exist in many of the fields in which the federal government has made major commitments to education in recent years: environmental education, preschool, ethnic studies, bilingual education, reading, career and personal guidance and counseling, special education for the handicapped, and compensatory education for the disadvantaged. That the Title III experience, which is a practical source of expertise, is often not tapped by other government programs is a failure of cooperation within and between government agencies rather than of the Title III concept.

Title III projects are locally initiated, locally administered, and respond to locally identified educational needs. This conforms to the American commitment to local control of education and also fulfills one of the conditions for educational change: that it must rise out of local concern and be sustained by local conviction. Change imposed on schools from outside—and especially from above—has historically not endured.

Title III projects respond to *learner needs* which are identified by school systems through systematic assessment of current educational outcomes. If programs in certain curriculum areas are not producing good results for children, or if there seems to be need to give children new kinds of educational experiences, Title III can provide development capital for innovation, to demonstrate the possibility or feasibility of making changes in educational practices.

A successful new practice developed in a Title III project can be copied, in whole or in part, by other schools. Change thereby spreads by a process of diffusion, as a blotter absorbs ink. This kind of change is sometimes criticized as noncomprehensive and too gradual, but it has the great advantage of producing lasting effects in attitude on the part of educators.

Title III projects operate in classrooms—which is where the problems are. In doing so, they bridge the gap between theory and practice which has often rendered education research sterile and unprofitable. A Title III project proposal must show that existing research in the subject field has been taken into account and that the project directors are aware of and knowledgeable about the background work which has been done by other educators. The Title III project then moves immediately to practical application of this theory to the needs of children in classroom situations and thereby provides the practical evidence which educators need of the applicability of research to their own problems.

The stimulation of new solutions to difficult educational problems is the vital central objective of Title III. However, in achieving it, Title III has developed a process of needs assessment, research utilization, management by objectives, evaluation, and accountability which impacts far beyond the program itself. In all of these areas, Title III staffs in the United States Office of Education and state education departments are in the forefront of new educational thinking and provide leadership to other programs.

Title III has made a distinctive contribution to public participation in education decision-making. Each state is required by the legislation to appoint an advisory council composed of persons who represent the broad educational and cultural interests of the state, and each operating project is required to have a local advisory council made up of citizens of the community. These councils, state and local, have become a network through which citizens can express their concerns about education, and they have been highly effective in creating the public understanding which is essential to successful educational change.

Title III has been instrumental in developing cooperation within the educational structure, by stimulating creation of intermediate units which serve a number of school districts with research, dissemination services, equipment, or personnel; by bringing together public and nonpublic schools; and by encouraging interrelationships between education departments and other public agencies and community facilities.

Since it was enacted by Congress in 1965, Title III has been nurtured by the contributions of many educators, supported by citizen advisory councils, and strengthened by the increased competence of state departments of education. The needs are still great, but the foundation and the framework have been laid, and in the years ahead, Title III can serve as the focus and the incentive for continuing educational improvement.

Recent Accomplishments of Title III

Unlike most other federal programs, Title III depends upon people at the state and local levels to define the critical areas for educational innovation and reform. The program operates on the assumption that practitioners in the field know best what problems they face and are best able to develop appropriate responses to those problems.

Of the more than 6000 projects which have been funded by Title III to date, many have had considerable impact—as continuing projects within their own communities; as models which other communities have adopted; or as ideas which have had opportunity to be tested and which subsequently have been implemented in larger, more substantial contexts.

CONTINUATION AND ADOPTION

The first impact of a Title III project is, of course, at its original site. To evaluate this effect, the National Advisory Council in 1971 commissioned a study of the rate of continuation of projects after the termination of federal funding. Eight hundred school superintendents were asked what had happened at the end of the three-year federal funding period to Title III projects started in their districts in the years 1966, 1967, and 1968. The responses indicated that 53 per cent of all these projects were still in existence in November, 1971, operating with local funds, as specific identifiable components of the school system, still meeting the needs for which they were originally undertaken. Thirty-three per cent of them were being funded at a level equal to or as much as one and one-half times higher than the level of federal funding.*

The University of Kansas recently completed a project-by-project study of Kansas programs whose Title III funding had terminated, in order to determine the "continuation" rate. This study, useful for its descriptions of specific project activities, revealed that of 20 programs examined, 10 were continuing 90 per cent or more of the activities initiated while under Title III funding; only two of the 20 were operating at a level of less than 25 per cent of their previous activity.

Survival of a Title III project cannot be measured, however, solely in terms of the continuation of a separate, identifiable entity in a school system. Ninety-nine per cent of the superintendents who responded in the National Advisory Council study said that "materials and concepts" created by their Title III projects continued in use in the school system after the termination of federal funding, with 50 per cent indicating that the use was at a "significantly greater" level than during the period of federal funding. Many who responded that their projects had been "discontinued" qualified that statement with the information that *components* of the project were continuing.

The superintendents also were asked about the effects of their Title III projects on other communities. Sixty per cent of the superintendents said that they knew of "at least" one adoption of the project, in whole or in part, by another school district. Many said that on the basis of visitations and inquiries which the projects had entertained they were sure there were many more adoptions or adaptations of which they were not aware.

EXTENSIONS OF TITLE III IDEAS AND ACTIVITIES

In a variety of ways, ideas which were given initial tests under Title III funding have been recognized as worthwhile and instituted in an expanded manner by agencies using local education funds. A number of Title III-sponsored preschool programs, for example, now serve as models for their school districts and have contributed to the design of national efforts. One of the early Title III projects, the Ypsilanti, Michigan, *Preschool Curriculum Demonstration Program*, now has increased funding from other sources and is one of the most widely known of the cognitively-oriented early childhood programs.

In the State of New Jersey, several years of Title III-funded activity in the field of environmental education led to increased state support. In August, 1971, the legislature passed the New Jersey Environmental Education Act, as a master plan for statewide environmental education. Title III funds not only supported several of the most noteworthy environmental education projects in the state but also were used to initiate a State Council on Environmental Education which helped design the new legislation. Without the accomplishments of the exemplary Title III projects, and the research and planning functions of the Title III-funded State Council on Environmental Education, it is doubtful whether the Act would be operative at this time.

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* The usual period of federal funding of a Title III project is three years. Therefore, only those projects which were begun in the earliest years of the Title III program can be assessed in a study of continuation at this point in time. The continuation rate does not, therefore, reflect the increasing professional skill in selection and administration of projects which characterizes current Title III activity.

Similarly, the *Hawaii English Program* (HEP) was begun in 1966 with a Title III grant, and state funds now cover most of the costs of development, dissemination and training. In addition, HEP materials and instructional techniques currently are being introduced to schools in Guam, American Samoa, and the United States Trust Territories of the Pacific.

In several states the importance of regional service centers has been recognized by school districts and state education agencies. These centers, initiated with Title III funds, provide a variety of services to individual districts and facilitate cooperation, joint planning, and mutual support within a given region. In Texas and New York, state funds have been allocated to continue networks of regional centers, and the State of New Jersey recently authorized the establishment of three additional centers to be modeled after the Title III-funded Education Improvement Center now serving southern New Jersey.

NEW APPROACHES

Federal guidelines stipulate that the awarding of Title III grants must be based on a comprehensive needs assessment by which the most critical educational needs of a state are determined. Most states have therefore been committed to using Title III money to support programs which address pressing educational problems. There have been Title III projects which seek effective techniques for educating handicapped children, projects which are concerned with the special problems of schools in rural areas, and projects which bring innovative approaches to the needs of innercity children.

In all of these areas, much remains to be done. Expansion of public education services to all handicapped children has been mandated by recent court decisions which place upon the schools responsibility for educating severely retarded or multiply handicapped children who have not previously been served by public education. Rural schools, often isolated and serving sparsely populated areas, have need to find ways to bring such services as guidance and counseling, special education, remedial education, and experiences in the fine arts to their students. Rural schools also have minority populations to serve, and such projects as the *Indian Community Guidance Project* in Nebraska address a composite of the problems found in rural communities.

The critical problems of large city schools seem resistant to solution by the simple infusion of new money. Urban areas need the opportunity for continuing development of innovative models which have potential for the improvement of the education of low-socio-economic, environmentally deprived children, particularly black and Spanish-heritage children and those of other ethnic groups which have been denied the advantage of quality education. The cities have urgent need to participate in planning for such use of Title III funds.

Despite severe funding limitations, Title III money has supported a variety of effective programs in each of these areas.

While continuing to address these critical needs, Title III provides support for a number of new approaches, programs which attempt to respond to broad questions and look critically at some basic educational assumptions.

Among all the federal support programs, Title III is virtually unique in terms of its programmatic flexibility. Unwed to any particular solution, free to experiment with new organizational and administrative arrangements, and with an orientation to the school district and classroom levels that allows for constant feedback and program modification, Title III is able to stay at the forefront of educational practice. As examples of how Title III funds are being used creatively to address continually-arising new challenges, it is useful to look briefly at five areas of current activity:

1. New administrative and organizational arrangements
2. Dissemination and training programs relating to new instructional approaches
3. Broad reformulations of educational practice
4. Alternative/model schools
5. Metropolitanism

New Administrative and Organizational Arrangements

A number of Title III projects are addressing the problems of the inefficiency of schools, the rigidity of personnel practices, and the absence of accountability procedures. These programs are attempting to devise more appropriate structures to increase the effectiveness and efficiency of instruction.

Unity, Maine, for example, is achieving positive results—increased student achievement, favorable community reaction, and support from the teachers—in a Title III-funded program in which students attend classes four days a week, with the fifth day reserved for teacher inservice training and curriculum instruction. More than a dozen Title III projects, in California, Illinois, Kentucky, Michigan, Minnesota, North Carolina, and Ohio, are currently experimenting with models for year-round schools.

Many Title III projects are exploring better ways of utilizing personnel, both professional and nonprofessional, in their educational programs. Several projects are testing new administrative arrangements for secondary schools; others are designed to take advantage of community resources to enrich the program, using paid paraprofessionals and/or unpaid volunteers. Several dozen Title III projects, seven in North Carolina alone, are experimenting with various models of differentiated staffing whereby a number of different levels of teaching responsibility and remuneration replace the traditional, uniform definition of the teacher's role. Title III funds also are supporting projects utilizing cross-age teaching, where older youngsters help teach younger students.

Accountability is a concept that is receiving increased attention, as professionals and lay people alike search for ways to improve the performance of their schools. For example, Title III is funding a project in the Toledo, Ohio, public schools which is initiating an accountability model throughout the school system, from central administration to individual teachers. Another type of accountability is being tested with Title III funds in Craig, Alaska, where an entire school is being structured around the concept of student accountability. A similar Title III-funded project, *Changing from Time Requirements to Performance Requirements for Granting Academic Credit*, is now operating in Indiana.

Dissemination and Training Programs Relating to New Instructional Approaches

Over the years Title III funds have supported a wide variety of projects designed to improve curricular and instructional techniques. Programs in the areas of science, mathematics, English, social studies, foreign languages, and many other subjects continue to be funded; and in one area—reading—numerous Title III programs are currently under way, seeking to develop better materials and methods for teaching children to read. Close to 40 Title III programs are exploring the potential of open-space schools, and more than 100 projects are concerned with individualized instruction.

Recently there has been increased recognition of the need to help build on the successes of these development projects and undertake more systematic approaches to dissemination and training. For, unless there are ways for people to learn about the achievements of a given project—or for additional numbers of teachers to be trained in a new approach—even the most successful of programs will have limited impact.

With this need in mind, a number of states have begun to use Title III money to fund programs of dissemination and training. A number of Title III programs, for example, are implementing the Multi-Unit School/Individually Guided Education model that has been developed at the University of Wisconsin's Research and Development Center. Several other school districts are using Title III funds to implement curriculum programs of Individually Prescribed Instruction developed by the Pittsburgh Research and Development Center.

A number of school systems have initiated Title III projects to help acquaint teachers with some of the existing open-classroom models and to provide guidance and support to those teachers who decide to implement open-classroom techniques. The Washington, D.C., school system is using Title III funds to support its *Training Center for Open Space Schools;* similarly, Pittsburgh has relied on Title III for its program to *Disseminate the Free Learning Environment* to selected public and parochial schools in the area. A recent Title III grant in New York created the *City College Workshop Center for Open Education.*

In Philadelphia, Title III funds support the *Comprehensive Early Childhood Education Program,* which is designed to acquaint parents with the wide variety of early childhood models operating in the city and to help them select for their own schools those models which are appropriate. Similar Title III-funded programs of cross-school dissemination and staff development are operating in Oregon *(Institutionalizing Innovations in Small Schools)* and Massachusetts *(Network of Innovative Schools).*

Broad Reformulations of Educational Practice

One of the major advantages of the unrestricted nature of Title III's mandate is that funding can be provided for explorations into nonconventional areas of education, areas which do not fit into existing patterns of activity. Consequently, Title III can provide incentives for people to re-think broad educational issues and develop creative solutions to basic problems.

Because projects in this category do not lend themselves to easy generalizations, it is impossible to describe the full range of creative activities that Title III grants are supporting. The three projects which follow illustrate the variety of approaches and convey the elements that all have in common—people taking a hard look at current educational practice and assumptions, asking the "larger questions," and exploring new directions for educational reform.

- *Project Redesign* in New York is leading the way in helping local school districts in the state reformulate educational goals and practices. Each of the five pilot projects currently in operation has involved students, professionals, and community representatives in taking a hard look at their schools and contemplating new directions for education programs.
- Birmingham, Alabama, is using Title III funds to design an educational program as part of its Medical Center Complex. To design a program that will be appropriate for its projected enrollment of 300 handicapped and 300 non-handicapped students, project personnel are asking basic questions regarding use of space, individualized curricula, and the use of instructional technology.
- In Los Angeles, California, Title III funds are supporting the development of a systems-based, interdisciplinary approach to environmental education. The target population ranges from kindergarten students to adults and the effort is to integrate analysis of ecological issues with other elements of school and community life, not treating the topic as something academic and isolated.

Alternative/Model Schools

Few topics are receiving as much attention currently as are "alternative" schools. Though the definitions vary—as do the target populations, goals, curricula, and instructional emphases—there is a growing interest in the development of comprehensive, institutional approaches to educational change. Greater numbers of people are coming to believe that fragmentary efforts to change schools—modifying the science program, for example, or instituting one independent-study course—will have little lasting impact. Increasingly, educators, students, and community leaders are beginning to talk about changes in the school as an institution—in the relationship among components of the curriculum, in structure and formal rules, in adult-student relationships, and in the school's interaction with other elements in the community.

Title III funds are supporting scores of school-wide improvement programs in almost every state in the nation. Many of these projects are experimenting with nongraded designs and flexible schedules. Others are concerned primarily with increasing student options within the educational program. Several school districts have used Title III funds to establish "schools within schools," making the programs more decentralized and more responsive to the needs of students and teachers.

A number of school districts have established separate programs with their Title III grants, located away from the regular school buildings and intended to address the needs of special groups of students. These range from a program of *Comprehensive Services to School Age Mothers* in Milwaukee, to the *East Woodlawn Academy* for potential dropouts in Illinois, to the comprehensive *Mountain School Project* in Georgia, to the *St. Paul (Minnesota) Open School* with its 500 students in grades kindergarten through twelve.

Metropolitanism

This last category refers to projects that, in addition to their educational merits, also serve the purpose of bringing together students from urban and suburban school districts. In many metropolitan areas there is a wide chasm of distrust, misinformation and stereotypes which separates the central city's schools from those of its suburban neighbors. Students in each, consequently, are deprived of the opportunity to associate with and learn from other economic, racial, or ethnic groups.

Political and financial considerations often prevent efforts to bridge the gaps between urban and suburban school systems. In this respect, Title III, with its "add-on" money and programmatic flexibility, has been useful in providing the vehicle that creative people in several metropolitan areas have used to initiate pilot programs of urban/suburban cooperation.

In the Philadelphia area, for example, a Title III project brings together in an alternative high school program volunteer students from five suburban school systems and from the School District of Philadelphia. *EdCo, the Education Collaborative for Greater Boston*, provides services for professional personnel and students from Boston, Cambridge, and five suburban school districts. Another project in the Boston area, *CITY (Community Interaction Through Youth)*, offers an alternative education program for interested students from Brookline and Cambridge.

Using environmental education as a focus, *Project USE (Urban-Suburban Environmental Studies Program)* brings together students from suburban Bellevue and urban Seattle in the State of Washington. Rochester, New York, also has used Title III funding to support a cooperative project with suburban districts, a program of voluntary pupil exchange, and an Urban/Suburban Community Council.

Problems and Recommendations

This section of the annual report is in response to Sec. 309 (c) of the Act, which requires the Council to ". . . make an annual report of its findings and recommendations (including recommendations for changes in the provisions of this title) to the President and the Congress. . . ." In presenting recommendations, the Council outlines the problem which it sees as limiting the effectiveness of the Title III effort and states a recommendation for the correction of the problem. (Underlined portions of reproduced copy denote suggested changes or deletions.)

PROBLEM

Title III of the Elementary and Secondary Education Act is handicapped by an awkward and nondescriptive title. The name originally assigned to this section of the law, "Supplementary Educational Centers and Services," does not reflect the major thrust of the program, which is the use of federal funds to stimulate innovative approaches to educational problems. The name was lengthened, by the Amendments of 1969, to include "Guidance, Counseling, and Testing." The combined title, "Supplementary Educational Centers and Services; Guidance, Counseling, and Testing," is too lengthy and too confusing to be used effectively either among educators or in public dissemination of information about this federal program.

RECOMMENDATION

The National Advisory Council recommends that the title of Title III of the Elementary and Secondary Education Act be changed to read: "Title III—Innovation in Education."

LEGISLATION

"TITLE III—SUPPLEMENTARY EDUCATIONAL CENTERS AND SERVICES; GUIDANCE, COUNSELING, AND TESTING

PROBLEM

Provision of "supplementary centers and services" or "vitally needed educational services not available in sufficient quantity or quality" is not the thrust of Title III as it has developed during its seven years of operation. Title III's unique capacity is, rather, in its mandate to ". . . establish exemplary programs to serve as models. . . ." It is vital that this aspect of the legislation be protected and strengthened and that the focus of Title III be in the area of its most important contribution, which is the stimulation of creative and constructive educational change.

When Title V-A of the National Defense Education Act was combined with Title III of the Elementary and Secondary Education Act by the Education Amendments of 1969, the two programs had been operating with dissimilar objectives. If Title III is to maintain its identity as a source of creative and innovative educational practices, it is necessary that the funds provided by the law for guidance and counseling be used for new approaches in that field. Although testing can be an important component of a state or local project or program, statewide testing should be funded from sources other than Title III.

RECOMMENDATION

The National Advisory Council recommends that the words "supplementary centers and services" be deleted wherever they occur in the legislation, and that the words "stimulate and assist in the provision of vitally needed educational services not available in sufficient quantity or quality" be deleted from Sec. 301. (a).

The National Advisory Council recommends that the words "to assist the States in establishing and maintaining programs of testing and guidance and counseling" be deleted from Sec. 301. (a).

LEGISLATION

> **"APPROPRIATIONS AUTHORIZED**
>
> **"SEC. 301. (a) The Commissioner shall carry out a program for making grants for supplementary educational centers and services, to stimulate and assist in the provision of vitally needed educational services not available in sufficient quantity or quality, and to stimulate and assist in the development and establishment of exemplary elementary and secondary school educational programs to serve as models for regular school programs, and to assist the States in establishing and maintaining programs of testing and guidance and counseling.**

PROBLEM

Funding authorization for ESEA Title III extends through June 30, 1973. If by that time Congress has neither renewed nor formally rejected renewal of the Elementary and Secondary Education Act, one-year extension of the authorization will come into effect under the General Education Provisions of Title IV of ESEA.

Title III has over the past seven years demonstrated that federal support is highly effective in encouraging the development of new approaches in education, and it has also shown that there is great need for a continuing process of creative change in American education.

Funding of Title III has never been adequate to the need for development capital in education. Appropriations which were at 75 per cent of authorization in 1966 were down to 25 per cent of authorization in 1972. In the present time of steadily increasing educational costs, the necessity of increased support for Title III is greater than ever before.

RECOMMENDATION

The National Advisory Council recommends that Title III of the Elementary and Secondary Education Act be extended for five years as a specific federal program to provide funds to the states to be used by them to stimulate the creation of innovative educational programs to meet identified educational needs.

The National Advisory Council recommends that funding authorizations and appropriations for Title III more nearly reflect the national need for model educational programs, i.e., $650,000,000 for the fiscal year ending June 30, 1974, $675,000,000 for the fiscal year ending June 30, 1975, $700,000,000 for the fiscal year ending June 30, 1976, $725,000,000 for the fiscal year ending June 30, 1977, and $750,000,000 for the fiscal year ending June 30, 1978.

> **"(b) For the purpose of making grants under this title, there is hereby authorized to be appropriated the sum of $550,000,000 for the fiscal year ending June 30, 1971, $575,000,000 for the fiscal year ending June 30, 1972, and $605,000,000 for the fiscal year ending June 30, 1973. In addition, there are hereby authorized to be appropriated for**

> the fiscal year ending June 30, 1971, and each of the succeeding fiscal years, such sums as may be necessary for the administration of State plans, the activities of advisory councils, and the evaluation and dissemination activities required under this title.
>
> "ALLOTMENT AMONG STATES
>
> "SEC. 302. (a) (1) There is hereby authorized to be appropriated for each fiscal year for the purposes of this paragraph an amount equal to not more than 3 per centum of the amount appropriated for such year for grants under this title. The Commissioner shall allot the amount appropriated pursuant to this paragraph among Puerto Rico, Guam, American Samoa, the Virgin Islands, and the Trust Territory of the Pacific Islands according to their respective needs for assistance under this title. In addition for each fiscal year ending prior to July 1, 1972, he shall allot from such amount to (A) the Secretary of the Interior the amount necessary to provide programs and projects for the purpose of this title for individuals on reservations serviced by elementary and secondary schools operated for Indian children by the Department of the Interior, and (B) the Secretary of Defense the amount necessary for such assistance for children and teachers in the overseas dependents schools of the Department of Defense. The terms upon which payments for such purpose shall be made to the Secretary of the Interior and the Secretary of Defense shall be determined pursuant to such criteria as the Commissioner determines will best carry out the purposes of this title.
>
> "(2) From the sums appropriated for making grants under this title for any fiscal year pursuant to section 301(b), the Commissioner shall allot $200,000 to each State and shall allot the remainder of such sums among the States as follows:
>
> "(A) He shall allot to each State an amount which bears the same ratio to 50 per centum of such remainder as the number of children aged five to seventeen, inclusive, in the State bears to the number of such children in all the States, and
>
> "(B) He shall allot to each State an amount which bears the same ratio to 50 per centum of such remainder as the population of the State bears to the population of all the States.
>
> For the purposes of this subsection, the term "State" does not include the Commonwealth of Puerto Rico, Guam, American Samoa, the Virgin Islands, and the Trust Territory of the Pacific Islands.
>
> "(b) The number of children aged five to seventeen, inclusive, and the total population of a State and of all the States shall be determined by the Commissioner on the basis of the most recent satisfactory data available to him.
>
> "(c) The amount allotted to any State under subsection (a) for any fiscal year, which the Commissioner determines will not be required for the period for which that amount is available, shall be available for grants pursuant to section 306 in such State, and if not so needed may be reallotted or used for grants pursuant to section 306 in other States. Funds available for reallotment may be reallotted from time to time, on such dates during that period as the Commissioner may fix, among other States in proportion to the amounts originally allotted among those States under subsection (a) for that year, but with the proportionate amount for any of the other States being reduced to the extent it exceeds the sum the Commissioner estimates that State needs and will be able to use for that period; and the total of these reductions may be similarly reallotted among the States whose proportionate amounts were not so reduced. Any amount reallotted to a State under this subsection from funds appropriated pursuant to section 301 for any fiscal year shall be deemed to be a part of the amount allotted to it under subsection (a) for that year.
>
> "(d) The amounts made available under the first sentence of subsection (c) for any fiscal year shall remain available for grants during the next succeeding fiscal year.

PROBLEM

Under Public Law 91-230 of April, 1969, Congress combined Title V-A of the National Defense Education Act, which provided federal funds for guidance, counseling, and testing programs in the schools, with Title III of ESEA. Inclusion in Public Law 91-230 of the words "except as expressly modified by this title, Federal funds may be used for the same purposes and the funding of the same types of programs previously authorized by those titles" makes it possible that funds for guidance and counseling may be used to extend existing services in that field rather than to create new approaches.

Guidance and counseling can greatly benefit, as do other areas of the curriculum, from intensive efforts to develop new techniques and programs. Administration of the Title III program at the state and national levels would be greatly facilitated if the guidance and counseling portion of the program were subject to the same guidelines as to innovativeness and exemplariness as are other projects. It is essential, also, that Title III have a clear identity as a program to stimulate creative innovation in all education, including guidance and counseling. If general federal support for guidance and counseling maintenance and extension is considered desirable, this objective could be written into a separate title of the Elementary and Secondary Education Act.

The "testing" portion of the former NDEA Title V-A is inappropriate to the Title III concept and should, if federally funded, be administered under other legislation.

RECOMMENDATION

The National Advisory Council supports the intent of Congress to strengthen guidance and counseling programs and believes that this can best be done by encouraging innovative and creative programs as models. The Council recommends that the words "funds may be used for the same purposes and the funding of the same types of programs previously authorized" be deleted from Sec. 303. (a) and the words "programs for testing students in the public and private elementary and secondary schools and in junior colleges and technical institutes in the state" be deleted from Sec. 303. (b)(4).

LEGISLATION

"USES OF FEDERAL FUNDS

"Sec. 303. (a) It is the purpose of this title to combine within a single authorization, subject to the modifications imposed by the provisions and requirements of this title, the programs formerly authorized by this title and title V-A of the National Defense Education Act of 1958, and except as expressly modified by this title, Federal funds may be used for the same purposes and the funding of the same types of programs previously authorized by those titles.

"(b) Funds appropriated pursuant to section 301 shall be available only for grants in accordance with applications approved pursuant to this title for—

"(1) planning for and taking other steps leading to the development of programs or projects designed to provide supplementary educational activities and services described in paragraphs (2) and (3), including pilot projects designed to test the effectiveness of plans so developed;

"(2) the establishment or expansion of exemplary and innovative educational programs (including dual-enrollment programs and the lease or construction of necessary facilities) for the purpose of stimulating the adoption of new educational programs (including those described in section 303(4) and special programs for handicapped children) in the schools of the State; and

"(3) the establishment, maintenance, operation, and expansion of programs or projects, including the lease or construction of necessary facilities and the acquisition of necessary equipment, designed to enrich the programs of local elementary and secondary schools and to offer a diverse range of educational experience to persons of varying talents and needs by providing, especially through new and improved approaches, supplementary educational services and activities, such as—

"(A) remedial instruction, and school health, physical education, recreation, psychological, social work, and other services designed to enable and encourage persons to enter, remain in, or reenter educational programs, including the provision of special educational programs and study areas during periods when schools are not regularly in session;

> "(B) comprehensive academic services and, where appropriate, vocational guidance and counseling, for continuing adult education;
>
> "(C) specialized instruction and equipment for students interested in studying advanced scientific subjects, foreign languages, and other academic subjects which are not taught in the local schools or which can be provided more effectively on a centralized basis or for persons who are handicapped or of preschool age;
>
> "(D) making available modern educational equipment and specially qualified personnel, including artists and musicians, on a temporary basis for the benefit of children in public and other nonprofit schools, organizations, and institutions;
>
> "(E) developing, producing, and transmitting radio and television programs for classroom and other educational use;
>
> "(F) in the case of any local educational agency which is making a reasonable tax effort but which is nevertheless unable to meet critical educational needs (including preschool education), because some or all of its schools are seriously overcrowded, obsolete, or unsafe, initiating and carrying out programs or projects designed to meet those needs, particularly those which will result in more effective use of existing facilities;
>
> "(G) providing special educational and related services for persons who are in or from rural areas or who are or have been otherwise isolated from normal educational opportunities, including, where appropriate, the provision of mobile educational services and equipment, special home study courses, radio, television, and related forms of instruction, bilingual education methods and visiting teachers' programs;
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> "(H) encouraging community involvement in educational programs;
>
> "(I) providing programs for gifted and talented children; and
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> "(J) other specially designed educational programs or projects which meet the purposes of this title; and
>
> "(4) programs for testing students in the public and private elementary and secondary schools and in junior colleges and technical institutes in the State, and programs designed to improve guidance and counseling services at the appropriate levels in such schools.
>
> "(c) In addition to the uses specified in subsection (b), funds appropriated for carrying out this title may be used for—
>
> "(1) proper and efficient administration of State plans;
>
> "(2) obtaining technical, professional, and clerical assistance and the services of experts and consultants to assist the advisory councils authorized by this title in carrying out their responsibilities; and
>
> "(3) evaluation of plans, programs, and projects, and dissemination of the results thereof.

PROBLEM

Title III was designed to relate to the needs of all children, in both public and private schools, and to provide educators with opportunity to cooperate in seeking solutions to difficult problems.

The legislation is flexible and supportive; however, restrictions have been placed on nonpublic school involvement by Office of Education regulations and by limitations imposed by individual states.

In connection with those sections of Title III which have to do with private school participation, the regulations under which the Office of Education administers the Title III program specify that "whenever practicable," educational services shall be provided to private school children on publicly controlled premises, and any project to be carried out in public facilities which involves joint participation by children enrolled in private schools and children enrolled in public schools shall include such provisions as are necessary to avoid the separation of participating children by school enrollment or religious affiliation. These are formidable obstacles: they have the effect of requiring private school children to come to the public school for their participation in a project.

The regulations also say that provisions for serving private school children shall *not* include (1) payment of salaries to teachers or other employees of private schools, except for services performed outside regular hours of duty and under public supervision and control, (2) financing of the existing level of instruction in private schools, (3) the placement of equipment on private school premises other than portable or mobile equipment which is capable of being removed from the premises each day, or (4) the construction of facilities for private schools. Since there can, by the regulations, be no payment of salaries of nonpublic school teachers for regular time spent in connection with the project, the private schools report that they have problems in releasing teachers for training or for activities in connection with the project.

Some states have legislation which severely limits, or altogether forbids, any expenditure of public funds for the benefit of private, and especially parochial, schools. In these states, local law may make impossible even the limited degree of participation encouraged by the regulations for Title III. The so-called "by-pass" section of the legislation is intended to meet such situations under the provisions of Sec. 307. (f)(1)(2).

Both the legislation and the regulations carry an implication, by the manner in which private school participation in projects is protected, that Title III projects will be sponsored by public schools. Neither the legislation nor the regulations *requires* this, however. The stipulation is only that application shall be made through the appropriate local educational agency, defined as: "a public board of education or other public authority legally constituted within a State for either administrative control or direction of, or to perform a service function for, public elementary or secondary schools. . . ." In those States in which the local law permits, there is no reason why a nonpublic school should not make application, through the local education agency, for Title III funds.

RECOMMENDATION

The National Advisory Council recommends that positive action be taken by the United States Office of Education to encourage participation of nonpublic school children and teachers in all Title III projects in which they are eligible to participate, and that the right of nonpublic schools to apply for Title III funds through the appropriate local education agency be protected by the states and the Office of Education.

LEGISLATION

"APPLICATION FOR GRANTS; CONDITIONS FOR APPROVAL

"SEC. 304. (a) A grant under this title pursuant to an approved State plan or by the Commissioner for a supplementary educational center or service program or project may be made only to a local educational agency or agencies, and then only if there is satisfactory assurance that, in the planning of that program or project there has been, and in the establishment and carrying out thereof there will be, participation of persons broadly representative of the cultural and educational resources of the area to be served. The term 'cultural and educational resources' includes State educational agencies, institutions of higher education, nonprofit private schools, public and nonprofit private agencies such as libraries, museums, musical and artistic organizations, educational radio and television, and other cultural and educational resources. Such grants may be made only upon application to the appropriate State educational agency or to the Commissioner, as the case may be, at such time or times, in such manner, and containing or accompanied by such information as the Commissioner deems necessary. Such application shall—

"(1) provide that the activities and services for which assistance under this title is sought will be administered by or under the supervision of the applicant;

> "(2) set forth a program for carrying out the purposes set forth in section 303(b) and provide for such methods of administration as are necessary for the proper and efficient operation of the programs;
>
> "(3) set forth policies and procedures which assure that Federal funds made available under this title for any fiscal year will be so used as to supplement and, to the extent practical, increase the level of funds that would, in the absence of such Federal funds, be made available by the applicant for the purposes described in section 303(b), and in no case supplant such funds;
>
> "(4) provide, in the case of an application for assistance under this title which includes a project for the construction of necessary facilities, satisfactory assurance that—
>
> "(A) reasonable provision has been made, consistent with the other uses to be made of the facilities, for areas in such facilities which are adaptable for artistic and cultural activities,
>
> "(B) upon completion of the construction, title to the facilities will be in a State or local educational agency, and
>
> "(C) in developing plans for such facilities (i) due consideration will be given to excellence of architecture and design and to the inclusion of works of art (not representing more than 1 per centum of the cost of the project), and (ii) there will be compliance with such standards as the Secretary may prescribe or approve in order to insure that, to the extent appropriate in view of the uses to be made of the facilities, such facilities are accessible to and usable by handicapped persons;
>
> "(5) provide for such fiscal control and fund accounting procedures as may be necessary to assure proper disbursement of and accounting for Federal funds paid to the applicant under this title; and
>
> "(6) provide for making an annual report and such other reports, in such form and containing such information, as the Commissioner may reasonably require to carry out his functions under this title and to determine the extent to which funds provided under this title have been effective in improving the educational opportunities of persons in the area served, and for keeping such records and for affording such access thereto as the Commissioner may find necessary to assure the correctness and verification of such reports.
>
> "(b) An application by a local educational agency for a grant under this title may be approved only if it is consistent with the applicable provisions of this title and—
>
> "(1) meets the requirements set forth in subsection (a);
>
> "(2) provides that the program or project for which application is made—
>
> "(A) will utilize the best available talents and resources and will substantially increase the educational opportunities in the area to be served by the applicant, and
>
> "(B) to the extent consistent with the number of children enrolled in nonprofit private schools in the area to be served whose educational needs are of the type provided by the program or project, makes provision for the participation of such children; and
>
> **"(3) has been reviewed by a panel of experts.**
>
> **"(c) Amendments of applications shall, except as the Commissioner may otherwise provide by or pursuant to regulations, be subject to approval in the same manner as original applications.**

PROBLEM

Sec. 305. (c) requires that any state desiring to receive payments for any fiscal year shall submit to the Commissioner, through its state education agency, a state plan, at such time and in such detail as the Commissioner may deem necessary.

A survey conducted by the National Advisory Council shows that almost all states are strongly supportive of a recommendation that would call for the annual submission of a modified version of the state plan, which would call only for the revision of certain sections or the updating of information.

Furthermore, states report that state plans are not being promptly approved. The results of the survey indicated that as of January 1, 1972, only one out of three state plans had been approved for the fiscal year which began six months earlier. States complained about "red tape" and the failure of the Office of Education to respond in writing to those sections which are alleged to be "not in compliance" with Office of Education guidelines.

RECOMMENDATION

The National Advisory Council recommends that the United States Office of Education, in cooperation with the ESEA Title III State Coordinators, review present policies regarding state plans and develop procedures for the annual submission of a modified document.

LEGISLATION

> "STATE PLANS
>
> "SEC. 305. (a)(1) Any State desiring to receive payments for any fiscal year to carry out a State plan under this title shall (A) establish within its State educational agency a State advisory council (hereinafter referred to as the State advisory council) which meets the requirements of this subsection, (B) set dates before which local educational agencies must have submitted applications for grants to the State educational agency, and (C) submit to the Commissioner, through its State educational agency, a State plan at such time and in such detail as the Commissioner may deem necessary. The Commissioner may, by regulation, set uniform dates for the submission of State plans and applications.

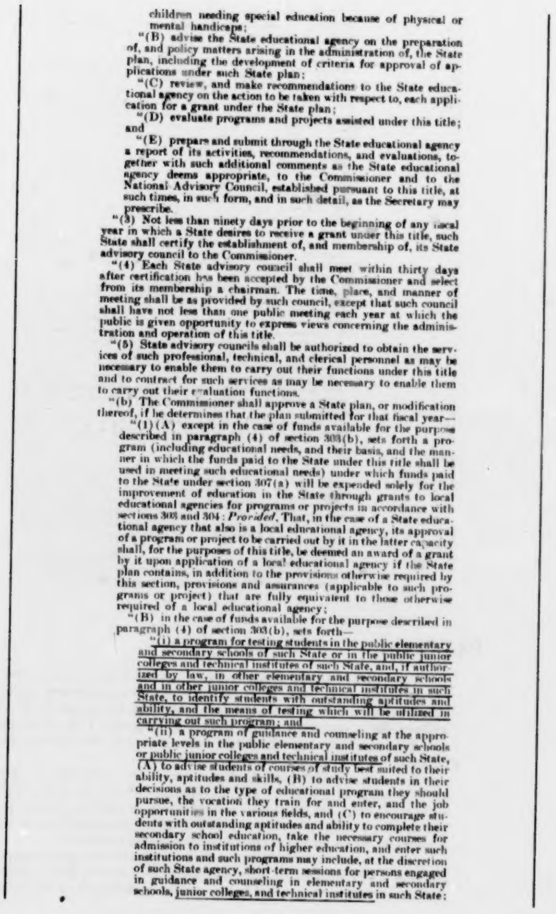
PROBLEM

State advisory councils have made an important contribution to the development of Title III. To strengthen the role of these councils, the National Advisory Council makes the following suggestions:

- Young persons should be appointed to educational advisory councils, and student involvement in the development and improvement of the educational system should be encouraged.
- Each state advisory council should include in its membership a person representative of the nonpublic area of elementary and secondary education.
- State education agencies should make available to all new council members such material as the Title III legislation and guidelines and a history of Title III, together with such other information as will enable them to fully understand the purposes and objectives of the Title III program.

LEGISLATION

> "(2) The State advisory council, established pursuant to paragraph (1) shall—
>
> "(A) be appointed by the State educational agency, and be broadly representative of the cultural and educational resources of the State (as defined in section 304(a)) and of the public, including persons representative of—
>
> "(i) elementary and secondary schools,
>
> "(ii) institutions of higher education, and
>
> "(iii) areas of professional competence in dealing with



children needing special education because of physical or mental handicaps;

"(B) advise the State educational agency on the preparation of, and policy matters arising in the administration of, the State plan, including the development of criteria for approval of applications under such State plan;

"(C) review, and make recommendations to the State educational agency on the action to be taken with respect to, each application for a grant under the State plan;

"(D) evaluate programs and projects assisted under this title; and

"(E) prepare and submit through the State educational agency a report of its activities, recommendations, and evaluations, together with such additional comments as the State educational agency deems appropriate, to the Commissioner and to the National Advisory Council, established pursuant to this title, at such times, in such form, and in such detail, as the Secretary may prescribe.

"(3) Not less than ninety days prior to the beginning of any fiscal year in which a State desires to receive a grant under this title, such State shall certify the establishment of, and membership of, its State advisory council to the Commissioner.

"(4) Each State advisory council shall meet within thirty days after certification has been accepted by the Commissioner and select from its membership a chairman. The time, place, and manner of meeting shall be as provided by such council, except that such council shall have not less than one public meeting each year at which the public is given opportunity to express views concerning the administration and operation of this title.

"(5) State advisory councils shall be authorized to obtain the services of such professional, technical, and clerical personnel as may be necessary to enable them to carry out their functions under this title and to contract for such services as may be necessary to enable them to carry out their evaluation functions.

"(b) The Commissioner shall approve a State plan, or modification thereof, if he determines that the plan submitted for that fiscal year—

"(1)(A) except in the case of funds available for the purpose described in paragraph (4) of section 303(b), sets forth a program (including educational needs, and their basis, and the manner in which the funds paid to the State under this title shall be used in meeting such educational needs) under which funds paid to the State under section 307(a) will be expended solely for the improvement of education in the State through grants to local educational agencies for programs or projects in accordance with sections 303 and 304: *Provided*, That, in the case of a State educational agency that also is a local educational agency, its approval of a program or project to be carried out by it in the latter capacity shall, for the purposes of this title, be deemed an award of a grant by it upon application of a local educational agency if the State plan contains, in addition to the provisions otherwise required by this section, provisions and assurances (applicable to such programs or project) that are fully equivalent to those otherwise required of a local educational agency;

"(B) in the case of funds available for the purpose described in paragraph (4) of section 303(b), sets forth—

"(i) a program for testing students in the public elementary and secondary schools of such State or in the public junior colleges and technical institutes of such State, and, if authorized by law, in other elementary and secondary schools and in other junior colleges and technical institutes in such State, to identify students with outstanding aptitudes and ability, and the means of testing which will be utilized in carrying out such program; and

"(ii) a program of guidance and counseling at the appropriate levels in the public elementary and secondary schools or public junior colleges and technical institutes of such State, (A) to advise students of courses of study best suited to their ability, aptitudes and skills, (B) to advise students in their decisions as to the type of educational program they should pursue, the vocation they train for and enter, and the job opportunities in the various fields, and (C) to encourage students with outstanding aptitudes and ability to complete their secondary school education, take the necessary courses for admission to institutions of higher education, and enter such institutions and such programs may include, at the discretion of such State agency, short-term sessions for persons engaged in guidance and counseling in elementary and secondary schools, junior colleges, and technical institutes in such State;

> "(2) sets forth the administrative organization and procedures, including the qualifications for personnel having responsibilities in the administration of the plan in such detail as the Commissioner may prescribe by regulation;
>
> "(3) sets forth criteria for achieving an equitable distribution of assistance under this title, which criteria shall be based on consideration of (A) the size and population of the State, (B) the geographic distribution and density of the population within the State, and (C) the relative need of persons in different geographic areas and in different population groups within the State for the kinds of services and activities described in section 303, and the financial ability of the local educational agencies serving such persons to provide such services and activities;
>
> "(4) provides for giving special consideration to the application of any local educational agency which is making a reasonable tax effort but which is nevertheless unable to meet critical educational needs, including preschool education for four- and five-year-olds and including where appropriate bilingual education, because some or all of its schools are seriously overcrowded (as a result of growth or shifts in enrollment or otherwise), obsolete, or unsafe;
>
> "(5) provides that, in approving applications for grants for programs or projects, applications proposing to carry out programs or projects planned under this title will receive special consideration;
>
> "(6) provides for adoption of effective procedures (A) for the evaluation, at least annually, of the effectiveness of the programs and projects, by the State advisory council, supported under the State plan in meeting the purposes of this title, (B) for appropriate dissemination of the results of such evaluations and other information pertaining to such programs or projects, and (C) for adopting, where appropriate, promising educational practices developed through such programs or projects;
>
> "(7) provides that not less than 50 per centum of the amount which such State receives to carry out the plan in such fiscal year shall be used for purposes of paragraphs (1) and (2) of section 303(b);
>
> "(8) provides that not less than 15 per centum of the amount which such State receives to carry out the plan in such fiscal year shall be used for special programs or projects for the education of handicapped children;
>
> "(9) sets forth policies and procedures which give satisfactory assurance that Federal funds made available under this title for any fiscal year (A) will not be commingled with State funds, and (B) will be so used as to supplement and, to the extent practical, increase the fiscal effort (determined in accordance with criteria prescribed by the Commissioner, by regulation) that would, in the absence of such Federal funds, be made by the applicant for educational purposes;
>
> "(10) provides for such fiscal control and fund accounting procedures as may be necessary to assure proper disbursement of and accounting for Federal funds paid to the State under this title;

PROBLEM

As a result of United States Office of Education inattention to the state annual reports in past years, many states no longer take this assignment seriously. Although state reports are due on October 1, nearly all states fail to submit their reports prior to November 1, and many submit them after December 1. As of December 1, 1972, only thirty-one 1972 state reports had been received by the National Advisory Council and/or the United States Office of Education.

The state annual reports contain a wealth of information on personnel, state advisory councils, evaluation and monitoring, projects funded and/or terminated, number of public and nonpublic students served, number of teachers and counselors participating in Title III-sponsored activities, and recommendations of state education agencies for the correction of "specific administrative problems."

The state reports serve as an excellent instrument for overall program evaluation and review. The process the states go through in reviewing and evaluating their state and local programs may in fact be the greatest contribution of the reports; however, there is a need for the Office of Education to consolidate and disseminate the data and to respond in writing to the recommendations made by state education agencies.

RECOMMENDATION

The National Advisory Council recommends that the United States Office of Education adopt the practice of responding in writing to recommendations of state education agencies made in annual reports and develop an annual statement that reflects the status of ESEA Title III.

LEGISLATION

"(11) provides for making an annual report and such other reports, in such form and containing such information, as the Commissioner may reasonably require to carry out his functions under this title and to determine the extent to which funds provided under this title have been effective in improving the educational opportunities of persons in the areas served by the programs or projects supported under the State plan and in the State as a whole, including reports of evaluations made in accordance with objective measurements under the State plan pursuant to paragraph (6), and for keeping such records and for affording such access thereto as the Commissioner may find necessary to assure the correctness and verification of such reports;

"(12) provides that final action with respect to any application (or amendment thereof) regarding the proposed final disposition thereof shall not be taken without first affording the local educational agency or agencies submitting such application reasonable notice and opportunity for a hearing; and

"(13) contains satisfactory assurance that, in determining the eligibility of any local educational agency for State aid or the amount of such aid, grants to that agency under this title shall not be taken into consideration.

"(c) The Commissioner may, if he finds that a State plan for any fiscal year ending prior to July 1, 1973, is in substantial compliance with the requirements set forth in subsection (b), approve that part of the plan which is in compliance with such requirements and make available (pursuant to section 307) to that State that part of the State's allotment which he determines to be necessary to carry out that part of the plan so approved. The remainder of the amount which such State is eligible to receive under this section may be made available to such State only if the unapproved portion of that State plan has been so modified as to bring the plan into compliance with such requirements: *Provided*, That the amount made available to a State pursuant to this subsection shall not be less than 50 per centum of the maximum amount which the State is eligible to receive under this section.

"(d) A State which has had a State plan approved for any fiscal year may receive for the purpose of carrying out such plan, an amount not in excess of 85 per centum of its allotment pursuant to section 302.

"(e)(1) The Commissioner shall not finally disapprove any plan submitted under subsection (a), or any modification thereof, without first affording the State educational agency submitting the plan reasonable notice and opportunity for a hearing.

"(2) Whenever the Commissioner, after reasonable notice and opportunity for hearings to any State educational agency, finds that there has been a failure to comply substantially with any requirement set forth in the plan of that State approved under section 305 or with any requirement set forth in the application of a local educational agency approved pursuant to section 304, the Commissioner shall notify the agency that further payments will not be made to the State under this title (or, in his discretion, that the State educational agency shall not make further payments under this title to specified local educational agencies affected by the failure) until he is satisfied that there is no longer any such failure to comply. Until he is so satisfied, no further payments shall be made to the State under this title, or payments by the State educational agency under this title shall be limited to local educational agencies not affected by the failure, as the case may be.

"(3)(A) If any State is dissatisfied with the Commissioner's final action with respect to the approval of a plan submitted under subsection (a) or with his final action under paragraph (2), such State may, within 60 days after notice of such action, file with the United States court of appeals for the circuit in which such State is located a petition for review of that action. A copy of the petition shall be forthwith transmitted by the clerk of the court to the Commissioner. The Commissioner thereupon shall file in the court the record of the proceedings on which he based his action as provided in section 2112 of title 28, United States Code.

"(B) The findings of fact by the Commissioner, if supported by substantial evidence, shall be conclusive; but the court, for good cause shown may remand the case to the Commissioner to take further evidence, and the Commissioner may thereupon make new or modified findings of fact and may modify his previous action, and shall certify to the court the record of the further proceedings.

"(C) The court shall have jurisdiction to affirm the action of the Commissioner or to set it aside, in whole or in part. The judgment of the court shall be subject to review by the Supreme Court of the United States upon certiorari or certification as provided in section 1254 of title 28, United States Code.

"(f)(1) If any local educational agency is dissatisfied with the final action of the State educational agency with respect to approval of an application of such local agency for a grant pursuant to this title, such local agency may, within sixty days after such final action or notice thereof, whichever is later, file with the United States court of appeals for the circuit in which the State is located a petition for review of that action. A copy of the petition shall be forthwith transmitted by the clerk of the court to the State educational agency. The State educational agency thereupon shall file in the court the record of the proceedings on which the State educational agency based its action as provided in section 2112 of title 28, United States Code.

"(2) The findings of fact by the State educational agency, if supported by substantial evidence shall be conclusive; but the court, for good cause shown, may remand the case to the State educational agency to take further evidence, and the State educational agency may thereupon make new or modified findings of fact and may modify its previous action, and shall certify to the court the record of the further proceedings.

"(3) The court shall have jurisdiction to affirm the action of the State educational agency or to set it aside, in whole or in part. The judgment of the court shall be subject to review by the Supreme Court of the United States upon certiorari or certification as provided in section 1254 of title 28, United States Code.

PROBLEM

Section 306, Special Programs and Projects, authorizes the United States Commissioner of Education to use 15 per cent of the Title III appropriation each year for programs or projects which hold promise of making a substantial contribution to the solution of critical education problems common to all or several states.

During fiscal year 1972, the Office of Education expended Section 306 funds as follows:

Competitive Grants *

No.	*Curriculum Area*	*Amount*
23	Early Childhood	$ 3,400,000
22	Reading/Comprehensive Programs	2,600,000
15	Environmental Education	2,400,000
15	Education for the Disadvantaged	2,500,000
7	Human Diversity/Cultural Pluralism	1,600,000
3	Student/Youth Activism	500,000
15	Other areas	2,100,000
		$15,100,000

* Continuation costs for locally designed and developed projects initiated in fiscal year 1971.

Commissioner Directives

No.	*Curriculum Area*	*Amount*
4	Incentives in Education	$ 300,000
2	Extended School Year (Mich.)	200,000
1	Special Education (Texas)	200,000
67	Educational Technology	1,100,000
400	SWRL (Southwest Laboratory Reading Materials)	1,200,000
19	Right to Read	1,000,000
16	Artists in Schools	1,000,000
		$5,000,000

In a memorandum to chief state school officers in September, 1971, the Commissioner of Education announced that $6 million of the $20 million appropriated for Section 306 in fiscal year 1972 would be spent in programs chosen by the Office of Education for special emphasis (educational technology, SWRL, Right to Read, and Artists in Schools). Selected states received expressions of the Office of Education's interest in initiating specific projects. This procedure was significantly at variance with the philosophy of Title III by which all project awards are made on a competitive basis and originate with local education agencies. Title III funds were diverted to finance Office of Education programs for which there was no budget appropriation.

Encouragement of Office of Education-selected programs is a legitimate concern of the Office of Education, but funding of programs which are not locally designed and developed should be through other sources than Title III.

Another problem frequently cited by the states is an apparent failure on the part of the Office of Education to communicate the objectives of the Section 306 program. Many states have become disenchanted with the administration of Section 306 and request that the entire program be administered by the states.

In the March, 1972, report of the National Advisory Council it was stated that many state advisory councils feel that they are not consulted or informed about the policies which govern the use of ESEA Title III Section 306 funds in their states. Based on complaints registered in state reports, the National Advisory Council recommended that the "Commissioner of Education take the necessary action to insure that state departments of education and ESEA Title III advisory councils are involved in the selection of projects funded under Section 306 (Special Programs and Projects—15 per cent) and that the use of these funds be compatible with the guidelines established for the state grants program." This problem continues to persist and could be improved measurably if the Office of Education would adopt the following practices:

- invite ESEA Title III state advisory councils and coordinators to comment in writing on all Section 306 project proposals submitted by local education agencies from within their states,
- publicly announce funding allocations, application procedures, and grant awards, and
- periodically report on the results of Section 306 funded projects.

Section 306 was designed to fund programs and projects which hold promise of making a substantial contribution to the solution of critical educational problems. Many of the projects which were locally conceived and developed in critical need areas such as Early Childhood, Environmental Education, Reading, Education for the Disadvantaged, Human Diversity/Cultural Pluralism, and Student/Youth Activism are making a noteworthy contribution to American education.

The concept of being "locally conceived and developed" is a unique characteristic of Title III and should be zealously guarded by those responsible for the administration of the program.

RECOMMENDATION

The National Advisory Council recommends that the United States Congress take the necessary action to insure that Section 306 of Title III is administered in compliance with the intent of the legislation, or that steps be taken to delete that Section from the legislation.

PROBLEM

As part of the United States Commissioner of Education's proposed renewal program in 1971-72, Section 306 (Commissioner's discretionary 15 per cent) of Title III was transferred out of the Division of Plans and Supplementary Centers in the Office of Education's Bureau of Elementary and Secondary Education and assigned to the National Center for the Improvement of Educational Systems, which was to administer the renewal program. This action was in line with the intent that the renewal effort be financed from funds discretionary to the Commissioner.

Although the renewal strategy was denied by Congress as an unauthorized assumption of program authority by the Office of Education, Section 306 remains in the National Center for the Improvement of Educational Systems, under the Deputy Commissioner for Development, while the State Plans portion of Title III is administered in the Bureau of Elementary and Secondary Education.

This separation of one program between two administrative divisions of the Office of Education weakens the impact of Title III.

RECOMMENDATION

The National Advisory Council recommends that the State Plans Section (85%) and the Special Programs and Projects Section (15%) of Title III be administered by the Office of Education within a single administrative unit.

PROBLEM

The full impact of Title III on the educational system cannot be realized until those projects which have developed successful solutions to educational needs of learners are given widespread visibility.

Over a seven-year period, there have been many successful Title III projects, but the rate of adoption of these projects beyond their original sites has not been as rapid as it would have been had there been a vigorous effort at the national level to encourage dissemination and diffusion.

State education agencies are encouraged to promote the adoption/adaption of promising educational practices within their states. California and New Jersey, for example, have developed noteworthy diffusion models which could be utilized in the creation of a national dissemination plan. Ultimate responsibility for promotion of promising practices generated by federal education programs is, however, with national agencies, rather than state or local agencies.

RECOMMENDATION

The National Advisory Council recommends that the United States Commissioner of Education use a portion of the Title III Section 306 funds which are discretionary to the Commissioner to provide funding to limited numbers of Title III projects *which have developed successful programs and practices under operational Title III grants, to enable the projects to continue operation as models for potential adopters for a period of one or two years after the expiration of their original federal funding.*

LEGISLATION

"SPECIAL PROGRAMS AND PROJECTS

"SEC. 306. (a) From the amount allotted to any State pursuant to section 302 which is not available to that State under a State plan approved pursuant to section 305, the Commissioner is authorized, subject to the provisions of section 304, to make grants to local educational agencies in such State for programs or projects which meet the purposes of section 303 and which, in the case of a local educational agency in a State which has a State plan approved, hold promise of making a substantial contribution to the solution of critical educational problems common to all or several States. The Commissioner may not approve an application under this section unless the application has been submitted to the appropriate State educational agency for comment and recommendation with respect to the action to be taken by the Commissioner regarding the disposition of the application.

"(b) Not less than 15 per centum of the funds granted pursuant to this section in any fiscal year shall be used for programs or projects designed to meet the special educational needs of handicapped children.

"PAYMENTS

"SEC. 307. (a) From the allotment to each State pursuant to section 302, for any fiscal year, the Commissioner shall pay to each State, which has had a plan approved pursuant to section 305 for that fiscal year, the amount necessary to carry out its State plan as approved.

"(b) The Commissioner is authorized to pay to each State amounts necessary for the activities described in section 303(c), during any fiscal year, except that (1) the total of such payments shall not be in excess of an amount equal to 7½ per centum of its allotment for that fiscal year or, $150,000 ($50,000 in the case of the Commonwealth of Puerto Rico, Guam, American Samoa, the Virgin Islands, and the Trust Territory of the Pacific Islands), whichever is greater, and (2) in such payment, the amount paid for the administration of the State plan for any fiscal year shall not exceed an amount equal to 5 per centum of its allotment for that fiscal year or $100,000 ($35,000 in the case of the Commonwealth of Puerto Rico, Guam, American Samoa, the Virgin Islands, and the Trust Territory of the Pacific Islands), whichever is greater.

"(c) The Commissioner shall pay to each applicant which has an application approved pursuant to section 306 the amount necessary to carry out the program or project pursuant to such application.

"(d) Payments under this section may be made in installments and in advance or by way of reimbursement, with necessary adjustments on account of overpayments or underpayments.

"(e) No payments shall be made under this title to any local educational agency or to any State unless the Commissioner finds, in the case of a local educational agency, that the combined fiscal effort of that agency and the State with respect to the provision of free public education by that agency for the preceding fiscal year was not less than such combined fiscal effort for that purpose for the second preceding fiscal year or, in the case of a State, that the fiscal effort of that State for State aid (as defined by regulation) with respect to the provision of free public education in that State for the preceding fiscal year was not less than such fiscal effort for State aid for the second preceding fiscal year.

"(f)(1) In any State which has a State plan approved under section 305(c) and in which no State agency is authorized by law to provide, or in which there is a substantial failure to provide, for effective participation on an equitable basis in programs authorized by this title by children enrolled in any one or more private elementary or secondary schools of such State in the area or areas served by such programs, the Commissioner shall arrange for the provision, on an equitable basis, of such programs and shall pay the costs thereof for any fiscal year out of that State's allotment. The Commissioner may arrange for such programs through contracts with institutions of higher education, or other competent nonprofit institutions or organizations.

"(2) In determining the amount to be withheld from any State's allotment for the provision of such programs, the Commissioner shall

> take into account the number of children and teachers in the area or areas served by such programs who are excluded from participation therein and who, except for such exclusion, might reasonably have been expected to participate.
>
> "RECOVERY OF PAYMENTS
>
> "Sec. 308. If within twenty years after completion of any construction for which Federal funds have been paid under this title—
>
> "(a) the owner of the facility shall cease to be a State or local educational agency, or
>
> "(b) the facility shall cease to be used for the educational and related purposes for which it was constructed, unless the Commissioner determines in accordance with regulations that there is good cause for releasing the applicant or other owner from the obligation to do so,
>
> the United States shall be entitled to recover from the applicant or other owner of the facility an amount which bears to the then value of the facility (or so much thereof as constituted an approved project or projects) the same ratio as the amount of such Federal funds bore to the cost of the facility financed with the aid of such funds. Such value shall be determined by agreement of the parties or by action brought in the United States district court for the district in which the facility is situated.

PROBLEM

Funds are designated for use in guidance and counseling projects by the Title III legislation. For this reason, it is important that the National Advisory Council be informed about and aware of trends and needs in the guidance and counseling field.

The Title III legislation also specifies that nonpublic school children are to benefit from educational programs sponsored by Title III funds. The National Advisory Council should receive input from a representative of the nonpublic area of education in order to ascertain if this requirement of the legislation is being effectively met.

Therefore, with respect to its own membership, the National Advisory Council suggests that:

- One member of the National Advisory Council should be a person who has professional competence in guidance and counseling.
- One member of the National Advisory Council should be a person representative of the nonpublic area of elementary and secondary education.

LEGISLATION

> "NATIONAL ADVISORY COUNCIL
>
> "Sec. 309. (a) The President shall appoint a National Advisory Council on Supplementary Centers and Services which shall—
>
> "(1) review the administration of, general regulations for, and operation of this title, including its effectiveness in meeting the purposes set forth in section 303;
>
> "(2) review, evaluate, and transmit to the Congress and the President the reports submitted pursuant to section 305(a)(2)(E);
>
> "(3) evaluate programs and projects carried out under this title and disseminate the results thereof; and
>
> "(4) make recommendations for the improvement of this title, and its administration and operation.
>
> "(b) The Council shall be appointed by the President without regard to the civil service laws and shall consist of twelve members, a majority of whom shall be broadly representative of the educational and cultural resources of the United States including at least one person who has professional competence in the area of education of handicapped children. Such members shall be appointed for terms of 3 years except that (1) in the case of the initial members, four shall be

appointed for terms of 1 year each and four shall be appointed for terms of 2 years each, and (2) appointments to fill the unexpired portion of any terms shall be for such portion only. When requested by the President, the Secretary of Health, Education, and Welfare shall engage such technical and professional assistance as may be required to carry out the functions of the Council, and shall make available to the Council such secretarial, clerical and other assistance and such pertinent data prepared by the Department of Health, Education, and Welfare as it may require to carry out its functions.

"(c) The Council shall make an annual report of its findings and recommendations (including recommendations for changes in the provisions of this title) to the President and the Congress not later than January 20 of each year. The President is requested to transmit to the Congress such comments and recommendations as he may have with respect to such report."

(b) In the case of any fiscal year ending prior to July 1, 1973, each State submitting a State plan under title III of the Elementary and Secondary Education Act of 1965 shall assure the Commissioner of Education that it will expend for the purpose described in paragraph (4) of section 303(b) of such title III an amount at least equal to 50 per centum of the amount expended by that State for the purposes of title V-A of the National Defense Education Act of 1958 from funds appropriated pursuant to such title V-A for the fiscal year ending June 30, 1970.

(c) Any appropriation for the purposes of title V of the National Defense Education Act of 1958 for any fiscal year ending after June 30, 1970, shall be deemed to have been appropriated pursuant to section 301 of the Elementary and Secondary Education Act of 1965.

(d) The amendment made by this section shall be effective with respect to fiscal years ending after June 30, 1970.

Summary of Deletions

Title:

"TITLE III—SUPPLEMENTARY EDUCATIONAL CENTERS AND SERVICES; GUIDANCE, COUNSELING, AND TESTING

Sec. 301. (a) lines 2-4

"Sec. 301. (a) The Commissioner shall carry out a program for making grants for supplementary educational centers and services, to stimulate and assist in the provision of vitally needed educational services not available in sufficient quantity or quality, and to stimulate

Sec. 301. (a) lines 7-8

mentary and secondary school educational programs to serve as models for regular school programs, and to assist the States in establishing and maintaining programs of testing and guidance and counseling.

"(b) For the purpose of making grants under this title, there is

Sec. 301 (b) lines 1-8

"(b) For the purpose of making grants under this title, there is hereby authorized to be appropriated the sum of $550,000,000 for the fiscal year ending June 30, 1971, $575,000,000 for the fiscal year ending June 30, 1972, and $605,000,000 for the fiscal year ending June 30, 1973. In addition, there are hereby authorized to be appropriated for the fiscal year ending June 30, 1971, and each of the succeeding fiscal years, such sums as may be necessary for the administration of State plans, the activities of advisory councils, and the evaluation and dissemination activities required under this title.

Sec. 303. (a) lines 5-7

by this title and title V–A of the National Defense Education Act of 1958, and except as expressly modified by this title, Federal funds may be used for the same purposes and the funding of the same types of programs previously authorized by those titles.

"(b) Funds appropriated pursuant to section 301 shall be avail-

Sec. 303. (b)(1) line 2

"(1) planning for and taking other steps leading to the development of programs or projects designed to provide supplementary educational activities and services described in paragraphs (2) and (3), including pilot projects designed to test the effective-

Sec. 303. (b)(3) lines 7-8

to persons of varying talents and needs by providing, especially through new and improved approaches, supplementary educational services and activities, such as—

"(A) remedial instruction, and school health, physical

Sec. 303. (b)(4) lines 1-3

projects which meet the purposes of this title; and

"(4) programs for testing students in the public and private elementary and secondary schools and in junior colleges and technical institutes in the State, and programs designed to improve guidance and counseling services at the appropriate levels

Sec. 303. (b)(4) line 5

in such schools.

"(c) In addition to the uses specified in subsection (b), funds

Sec. 304. (a) lines 2-3

"Sec. 304. (a) A grant under this title pursuant to an approved State plan or by the Commissioner for a supplementary educational center or service program or project may be made only to a local educational agency or agencies, and then only if there is satisfactory

Sec. 305. (B)(i)

paragraph (4) of section 303(b), sets forth—

"(i) a program for testing students in the public elementary and secondary schools of such State or in the public junior colleges and technical institutes of such State, and, if authorized by law, in other elementary and secondary schools and in other junior colleges and technical institutes in such State, to identify students with outstanding aptitudes and ability, and the means of testing which will be utilized in carrying out such program; and

"(ii) a program of guidance and counseling at the appro-

Sec. 305. (B)(ii) line 3

priate levels in the public elementary and secondary schools or public junior colleges and technical institutes of such State, (A) to advise students of courses of study best suited to their

Sec. 305. (B)(ii) line 15

in guidance and counseling in elementary and secondary schools, junior colleges, and technical institutes in such State;

"(2) sets forth the administrative organization and procedures,

Sec. 309. (a) line 2

"Sec. 309. (a) The President shall appoint a National Advisory Council on Supplementary Centers and Services which shall—

In Summary

In this report, the members of this Council have affirmed their belief in Title III of the Elementary and Secondary Education Act as an essential federal contribution to the improvement of American education and have made eleven recommendations for strengthening the program. They are that:

I. The title of Title III of the Elementary and Secondary Education Act be changed to read: "Title III—Innovation in Education."

II. The words "supplementary centers and services" be deleted wherever they occur in the legislation.
The words "stimulate and assist in the provision of vitally needed educational services not available in sufficient quantity or quality" be deleted from Sec. 301. (a).
The words "to assist the States in establishing and maintaining programs of testing and guidance and counseling" be deleted from Sec. 301. (a).

III. Title III of the Elementary and Secondary Education Act be extended for five years as a specific federal program to provide funds to the states to be used by them to stimulate the creation of innovative educational programs to meet identified educational needs.

IV. Funding authorizations and appropriations for Title III more nearly reflect the national need for model educational programs.

V. The words "funds may be used for the same purposes and the funding of the same types of programs previously authorized" be deleted from Sec. 303. (3) and the words "programs for testing students in the public and private elementary and secondary schools and in junior colleges and technical institutes in the state" be deleted from Sec. 303. (b)(4).

VI. Positive action be taken by the United States Office of Education to encourage participation of nonpublic school children and teachers in all Title III projects in which they are eligible to participate, and that the right of nonpublic schools to apply for Title III funds through the appropriate local education agency be protected by the states and the Office of Education.

VII. The United States Office of Education, in cooperation with the ESEA Title III State Coordinators, review present policies regarding state plans and develop procedures for the annual submission of a modified document.

VIII. The United States Office of Education adopt the practice of responding in writing to recommendations of state education agencies made in annual reports and develop an annual statement that reflects the status of ESEA Title III.

IX. The United States Congress take the necessary action to insure that Section 306 of Title III is administered in compliance with the intent of the legislation, or that steps be taken to delete that Section from the legislation.

X. The State Plans Section (85%) and the Special Programs and Projects section (15%) of Title III be administered by the Office of Education within a single administrative unit.

XI. The United States Commissioner of Education use a portion of the Title III Section 306 funds which are discretionary to the Commissioner to provide funding to limited numbers of Title III projects which have developed successful programs and practices under operational Title III grants, to enable the projects to continue operation as models for potential adopters for a period of one or two years after the expiration of their original federal funding.

(Continued on page 32)

STATE ALLOCATIONS
ELEMENTARY AND SECONDARY EDUCATION ACT, TITLE III

	Amounts Reserved for 303 (c) Activities	85% States' Share		15% Commissioner's Share		Total FY 1973 State Allotment*
		Total for Grants to LEA	15% for Handicapped	Total for Grants to LEA	15% for Handicapped	
U.S. and Outlying Areas	12,259,729	113,890,024	17,083,506	20,098,247	3,014,738	146,248,000
50 States and D.C.	11,840,171	110,517,324	16,577,601	19,503,065	2,925,461	141,860,560
Alabama	170,988	1,937,868	290,680	341,977	51,297	2,450,833
Alaska	150,000	330,889	49,633	58,392	8,759	539,281
Arizona	150,000	1,085,048	162,757	191,479	28,722	1,426,527
Arkansas	150,000	1,134,158	170,124	200,146	30,022	1,484,304
California	883,690	10,015,153	1,502,273	1,767,380	265,107	12,666,223
Colorado	150,000	1,293,306	193,996	228,230	34,234	1,671,536
Connecticut	150,000	1,674,747	251,212	295,544	44,332	2,120,291
Delaware	150,000	451,556	67,733	79,686	11,953	681,242
Florida	302,781	3,431,517	514,728	605,562	90,834	4,339,860
Georgia	221,151	2,506,378	375,957	442,302	66,345	3,169,831
Hawaii	150,000	560,690	84,104	98,945	14,842	809,636
Idaho	150,000	542,131	81,320	95,670	14,350	787,801
Illinois	505,468	5,728,868	859,330	1,010,977	151,647	7,245,333
Indiana	248,381	2,814,985	422,248	496,762	74,514	3,560,129
Iowa	150,000	1,597,625	239,644	281,934	42,290	2,029,559
Kansas	150,000	1,287,934	193,190	227,283	34,092	1,665,217
Kentucky	158,361	1,794,639	269,196	316,701	47,505	2,269,691
Louisiana	184,544	2,091,502	313,725	369,089	55,363	2,645,135
Maine	150,000	670,522	100,578	118,328	17,749	938,850
Maryland	190,530	2,159,339	323,901	381,060	57,159	2,730,929
Massachusetts	261,143	2,959,624	443,944	522,287	78,343	3,743,054
Michigan	420,728	4,768,256	715,238	841,457	126,219	6,030,440
Minnesota	189,005	2,142,052	321,308	378,009	56,701	2,709,066
Mississippi	150,000	1,340,855	201,128	236,622	35,493	1,727,477
Missouri	219,602	2,488,626	373,324	439,205	65,881	3,147,633
Montana	150,000	534,250	80,138	94,280	14,142	778,530
Nebraska	150,000	917,558	137,634	161,922	24,288	1,229,480
Nevada	150,000	415,018	62,253	73,239	10,986	638,257
New Hampshire	150,000	538,095	80,714	94,958	14,244	783,053
New Jersey	327,229	3,708,592	556,289	654,457	98,169	4,690,278
New Mexico	150,000	724,951	108,743	127,933	19,190	1,002,884
New York	790,036	8,953,744	1,343,062	1,580,073	237,011	11,323,853
North Carolina	240,544	2,726,163	408,924	481,088	72,163	3,447,795
North Dakota	150,000	494,610	74,192	87,284	13,093	731,894
Ohio	491,728	5,572,917	835,938	983,456	147,518	7,048,101
Oklahoma	150,000	1,431,809	214,771	252,672	37,901	1,834,481
Oregon	150,000	1,211,855	181,778	213,857	32,079	1,575,712
Pennsylvania	525,938	5,960,634	894,095	1,051,877	157,782	7,538,449
Rhode Island	150,000	625,330	93,800	110,352	16,563	885,682
South Carolina	150,000	1,517,186	227,578	267,739	40,161	1,934,925
South Dakota	150,000	518,066	77,710	91,424	13,714	759,490
Tennessee	187,467	2,124,632	318,695	374,935	56,240	2,687,034
Texas	519,359	5,886,066	882,910	1,038,718	155,808	7,444,143
Utah	150,000	738,217	110,733	130,274	19,541	1,018,491
Vermont	150,000	395,067	59,260	69,718	10,458	614,765
Virginia	220,280	2,496,510	374,476	440,561	66,084	3,157,351
Washington	165,664	1,877,527	281,629	331,328	49,699	2,374,519
West Virginia	150,000	1,035,949	155,392	182,815	27,422	1,368,764
Wisconsin	215,544	2,442,828	366,424	431,087	64,663	3,089,459
Wyoming	150,000	342,221	51,333	60,392	9,059	552,613
District of Columbia	150,000	519,061	77,859	91,599	13,740	760,660
American Samoa	50,000	117,371	17,606	20,713	3,107	188,084
Guam	50,000	180,573	27,086	31,866	4,780	262,439
Puerto Rico	219,558	2,488,327	373,249	439,116	65,867	3,147,001
Virgin Islands	50,000	136,340	20,451	24,060	3,609	210,400
Trust Territory	50,000	197,870	29,680	34,918	5,238	282,788
Bureau of Indian Affairs	0	252,219	37,833	44,509	6,676	296,726

*Fiscal Year 1973 allocation based on continuing resolution.

FY 1972 State Allotment	FY 1971 State Allotment	FY 1970 State Allotment	FY 1969 State Allotment	FY 1968 State Allotment	FY 1967 State Allotment	FY 1966 State Allotment
146,248,000	$143,243,000	$116,393,000	$164,876,000	$187,876,000	$135,000,000	$75,000,000
141,860,560	138,945,710	112,901,210	159,929,720	183,329,756	131,707,317	73,500,000
2,508,858	2,478,544	2,040,343	2,927,740	3,424,541	2,463,073	1,384,922
539,810	528,496	[illegible]	547,744	452,588	377,273	285,285
1,415,186	1,365,872	1,143,854	1,516,112	1,661,909	1,226,009	729,975
1,539,539	1,505,599	[illegible]	1,713,497	1,936,210	1,418,521	847,491
12,513,028	12,194,651	[illegible]	14,182,781	16,449,141	11,604,104	5,996,364
1,623,996	1,581,768	1,307,980	1,744,119	1,977,876	1,447,762	854,131
2,087,864	2,054,631	1,687,122	2,333,909	2,676,143	1,937,827	1,088,743
667,311	669,101	597,711	715,180	658,430	521,730	362,298
4,198,174	4,037,886	3,182,146	4,530,189	5,245,934	3,741,378	2,004,323
3,238,686	3,150,285	2,519,142	3,625,930	4,223,564	3,023,851	1,683,178
829,122	821,876	716,722	874,776	858,244	661,975	438,234
794,149	781,230	680,438	858,909	848,919	655,429	442,524
7,188,477	7,087,572	5,650,541	8,223,590	9,585,795	6,773,178	3,609,491
3,512,220	3,446,650	2,766,361	3,980,987	4,624,411	3,305,175	1,823,414
2,040,799	1,978,800	1,648,450	2,292,489	2,669,953	1,933,483	1,128,420
1,733,252	1,699,025	1,422,144	1,942,094	2,213,590	1,613,194	943,203
2,293,271	2,246,048	1,849,465	2,622,860	3,071,760	2,215,481	1,272,427
2,714,843	2,659,379	2,150,754	3,074,668	3,561,093	2,551,881	1,409,927
928,497	921,749	804,617	1,031,142	1,078,491	816,590	530,937
2,641,007	2,580,658	2,088,229	2,955,164	3,397,502	2,444,006	1,338,701
3,606,664	3,554,778	2,867,743	4,152,189	4,835,193	3,453,108	1,916,761
5,968,863	5,857,663	4,691,767	6,801,512	7,885,320	5,593,773	2,976,979
2,657,851	2,597,693	2,097,802	2,976,706	3,470,810	2,495,405	1,399,113
1,822,205	1,796,735	1,502,449	2,072,827	2,398,011	1,736,608	1,020,711
3,159,124	3,072,094	2,481,771	3,576,532	4,126,703	2,955,870	1,633,843
776,115	772,936	686,277	857,962	851,664	657,349	443,556
1,220,768	1,205,611	1,024,798	1,355,131	1,501,013	1,113,087	689,615
629,593	613,086	551,066	648,828	584,322	469,728	327,909
771,938	755,932	666,545	815,216	794,968	617,565	412,894
4,662,810	4,548,731	3,626,822	5,248,181	6,078,962	4,326,020	2,326,965
1,013,903	989,211	860,486	1,112,240	1,184,497	890,947	569,287
11,386,728	11,192,431	8,869,461	13,257,957	15,596,196	11,005,483	5,831,022
3,536,034	3,472,478	2,787,844	4,011,337	4,705,504	3,362,088	1,863,654
734,666	728,287	653,528	815,806	806,364	625,564	425,588
7,101,900	6,993,556	5,570,394	8,124,460	9,489,272	6,719,472	3,597,474
1,839,415	1,804,001	1,496,021	2,039,599	2,341,021	1,702,628	1,009,140
1,548,998	1,508,393	1,267,496	1,723,476	1,931,407	1,415,150	825,256
7,487,161	7,413,108	5,928,233	8,707,724	10,293,043	7,283,581	3,943,399
876,911	866,630	761,529	950,675	966,799	738,160	488,792
2,011,043	1,971,261	1,634,142	2,247,084	2,603,012	1,886,501	1,100,805
760,750	752,638	670,038	839,156	833,672	644,729	446,048
2,733,901	2,681,550	2,179,882	3,110,281	3,647,737	2,619,719	1,472,890
7,639,855	7,332,648	5,817,974	8,478,187	9,893,210	7,002,968	3,720,782
1,023,941	1,004,543	866,965	1,113,987	1,165,174	877,386	553,474
608,797	600,498	543,728	637,800	562,265	454,247	337,187
3,188,394	3,108,657	[illegible]	[illegible]	[illegible]	2,990,411	1,652,988
2,351,858	2,291,636	1,654,695	[illegible]	2,868,147	2,072,580	1,201,226
1,400,437	1,399,228	1,186,348	[illegible]	1,840,104	1,351,071	827,281
2,971,457	2,918,623	[illegible]	[illegible]	[illegible]	2,839,442	1,583,119
550,642	543,346	501,223	[illegible]	[illegible]	414,036	317,541
807,169	[illegible]	705,509	[illegible]	[illegible]	661,652	440,713
189,597	185,915	177,863	[illegible]	144,388	85,354	50,999
254,023	[illegible]	227,203	[illegible]	206,899	124,526	71,623
3,151,235	[illegible]	2,411,335	[illegible]	[illegible]	2,112,363	1,236,217
209,835	[illegible]	195,733	[illegible]	[illegible]	97,952	58,323
280,555	[illegible]	249,198	[illegible]	[illegible]	140,692	82,838
302,195	[illegible]	[illegible]	[illegible]	[illegible]	204,524	00

(Continued from page 29)

Title III of ESEA has a unique function which brings with it a unique problem of identity. It is intended to stimulate the creation of new approaches to teaching and learning at the local level of education. Ideas which are generated by educators in response to their own needs are implemented by funds provided under Title III. This Title cannot, therefore, claim to be responsible for any single thrust in American education; and indeed, it succeeds best if it remains inconspicuous. In an individual Title III project it is the ideas which are important—not the source of the funds with which they are carried out. For this reason, Title III is often not recognized as a factor in a successful educational innovation, even though without it the entire venture would have been impossible.

In these circumstances, Title III is the least well-known of the titles of the Elementary and Secondary Education Act. Yet, in terms of its basic accomplishment of opening education to change and innovation at the local level, it has had more effective impact that any other title of the Act.

The special function which is carried on under Title III—change and innovation—is highly susceptible to financial pressures. In times of fiscal stress, the tendency of educators is to move cautiously in familiar patterns, whether or not they are truly productive. At the present time, all public education funds are critically needed in many competing areas of activity, and it will require steady, supportive federal interest if local schools are to be able to maintain efforts to improve educational practices.

A proposal for education special revenue sharing introduced in the 92nd Congress included as one of the purposes of the proposed legislation "... to encourage innovation and development of new educational programs and practices." Yet, though it would repeal Title III of the Elementary and Secondary Education Act, the legislation does not specify that the states must expend any part of their shared revenues for innovation and development.

The bill is not silent on other educational priorities. Funds are stipulated to be spent by the states for education of the handicapped, compensatory education, impact aid, and vocational education. This protection of the federal interest in certain areas of education does not seem to imply a lack of confidence in the states, but is rather an affirmation of the federal-state intent to support critical areas known to need such support. Exclusion of innovation from protection seems to be a failure of the federal government to implement one of its own commitments to education, as expressed in the bill itself.

The national interest in innovative change in education has been well expressed and effectively carried out in Title III of ESEA. This legislation, which is now coming to maturity and which has a steadily stronger and more capable administration in the states, seems the best vehicle for continuing the federal presence in this vital educational area.

Senator PELL. Our next witness is Mr. James R. Kirkpatrick, associated secretary, American Association of School Administrators.

STATEMENT OF JAMES R. KIRKPATRICK, ASSOCIATE SECRETARY AMERICAN ASSOCIATION OF SCHOOL ADMINISTRATORS

Mr. KIRKPATRICK. Good morning, Mr. Chairman. Having heard your admonition on other hearings, we have tried to come in with about three and a half pages of summarized testimony giving our reactions to S. 1539.

I would like to touch on these if I could directly.

Senator PELL. Please.

Mr. KIRKPATRICK. I believe I would be remiss if I did not express our commendation to the chairman and the committee for the intelligent and really I believe well-planned approach to the consideration of the issues embodied in S. 1539. It seems to me the organization of the hearings along the lines of basic issues plus the comprehensive approach to the consideration of the future structure and course of the Federal interest in elementary and secondary education, I believe, is most effective.

I do want to comment that I believe I have read quite a few bills in this Congress and this is one that has truly excited us. I think in your opening remarks in April you made the comment that this was a study document. I believe it is extremely stimulating and from our point of view perceptive.

While there may be those who would accuse us of wanting to have our cake and eat it too, AASA continues to believe that there is a need and place for both categorical and general aid programs within the Federal interest in education.

There is, indeed, a need for a delivery system of Federal funds that permits State and local education agencies the flexibility to seek solutions to problems through their own determination. AASA equally believes that special needs and problems of a national interest must be dealt with specifically without the loss of Federal revenue resources due to State or local misconceptions or loss through negotiations conducted at the bargaining table with staff.

Despite the criticisms directed at the Elementary and Secondary Education Act, we continue to believe that its worth outweighs the many—and some valid—points raised against it. ESEA has brought to bear more attention and concern relating to the educational opportunities for overlooked portions of our Nation's youths—low income, migrants, Indians, handicapped, bilingual and so on—by our educational system than any other piece of legislation to date.

And, while admitting that shortcomings do exist, we would also have to point out, in all fairness, that the level of funding enacted has never been commensurate with the needs as determined by this committee.

From our point of view, we believe that the most vexing problems relating to ESEA title I stem from the formula, lack of advance knowledge as to the amount of funds to be made available locally and the amount of paperwork, that is, "redtape" involved. AASA appreciates the fact that section 411–422 recognizes the need for advance funding while section 459 gives evidence that S. 1539 is cognizant of the amount of paperwork that swamps the less well-staffed school districts.

The ESEA title I distribution formula presents complexities of both a political and social nature. Obviously there is no easy answer. Obviously, AASA like other components of the elementary and secondary education community is searching for a tenable solution. We are presently engaged in a variety of discussions, both with agency, legislative and association personnel of other groups.

In the judgment of the AASA staff, some categorical programs might be combined; others should not lose their particular mission on identity. In the first consideration, we believe that programs which might logically be consolidated would include ESEA II (textbook, library, and material resources); ESEA III (innovative programs); ESEA V (aid to State departments of education; and NDEA III (matching funds for equipment).

In a similar vein it would seem feasible to consolidate funds for current vocational education programs into a single grant with no decrease in available revenue and a hold-harmless provision.

Conversely, AASA would oppose the consolidation of programs for the handicapped, bilingual, Indian, migrant, and other programs of a similar thrust since the national interest would seem to require the further program development and protection which is found in the categorical focus.

Of more than passing interest to us was the section 412 dealing with regionalization aspects within the education division. While AASA believes the subject area is worthy of further exploration, we believe that its authorization is a matter of congressional concern and were gratified to note its inclusion.

Section 414 dealing with the establishment of a National Center for Education Statistics is a proposal which AASA would strongly support as a much-needed improvement in the provision of current pertinent statistical data.

It is our opinion that there is presently no public or private organization capable of such delivery. It could make a vital contribution to the national education scene.

As noted previously, AASA favors the development of a general application along the lines described in section 459. We would, however, prefer to have the power of the Commissioner more clearly defined in regards to the establishment of reporting requirements.

We feel a similar uneasiness with that portion of section 435 which provides for the enjoining of an expenditure or other program activity when the appropriate committee of either chamber asks the Comptroller General to provide an advisory ruling on the legality of some education division activity or expenditure.

We have no concern regarding the need for such oversight by the Congress; we believe it is necessary; we are only concerned that the meaning of the language is not construed so as to tie up an entire program for—possibly—extended periods of time.

While it is our understanding that the focus of this particular set of hearings deals with the ramifications of categorical and general aid, we would be remiss if we did not mention our considerable interest in title VIII of S. 1539. We trust that we shall have the opportunity at a later date to discuss this in detail. We understand that there will be hearings held in this area at a later date and we would certainly want to bring in some of our consultants to discuss this with you in detail.

Finally, AASA, while having no offiical position in regards to that section (431) dealing with a national commission on education policy planning and evaluation, believes that such a proposal has considerable merit and is worthy of further serious exploration.

The United States has a foreign policy. We have an energy policy. We have other such policies. Why not a national policy in regards to education?

Thank you.

Senator Pell. Thank you very much indeed for your testimony and its brevity which is obviously reflective of studying all the previous hearings and the bills. So many of the witnesses who come before us have only glanced at one portion of the bill, at one bill, their portion of it, not as you have—you have studied them all.

As you have pointed out, S. 1539 was sort of a study document with new approaches that we hoped would catch on, that it would take more than any one man or any one subcommittee to make it catch.

In this regard, do you think the season is propitious for broad new approaches in the field of education, or do you have, as I must confess I have, some reservations I have about making broad approaches at this time?

Mr. Kirkpatrick. Personally I have no concern whatever in making the broad approaches. I believe that speaking only from our point, in our attempts to improve school administration, this involves attitudes obviously as well as the actual change—I believe we are totally remiss if we do not at least make the attempt. This is what excites me about S. 1539. To me we have got to move in these directions and we have got to stimulate this discussion if we are ever to move from where we are at the present.

So, Mr. Chairman, I would say that every time it is propitious to try to make forward progress, it may not be politically feasible.

Senator Pell. What is your view with regard to the administration's proposals of putting the categorical programs into five general revenue sharing categories?

Mr. Kirkpatrick. We maintain our original position at the time the Better Schools Act was introduced several years ago. In concept, philosophically we do believe in grant consolidation. We like the idea of general aid in the sense of flexibility.

I must also confess that we maybe want our cake and eat it too. But we believe there is still room for categorical. Now in regard to their particular proposition, we cannot at the present time support what has been pushed in the past.

Whether or not there are areas of compromise frankly depends upon the administration.

Senator **Pell**. To press you a little further in this, we are faced with a choice, and I hope we can work out a compromise of some areas, but if you are faced with a choice between the present ESEA and the administration's proposals, which would you take, if you had to make that difficult choice?

Mr. **Kirkpatrick**. If we are referring to the bill that was introduced this past spring, the Better Schools Act in that form we would have no question, ESEA.

Senator **Pell**. Thank you very much indeed. Senator Stafford.

Senator **Stafford**. I think you have just asked the one key question that I was about to ask, Mr. Chairman, so I have no questions.

Sentor **Pell**. I thank you very much indeed. I will heed your admonition that now is always the time to move ahead with what we think is right and good.

Mr. **Kirkpatrick**. Thank you very much.

[The prepared statement of Mr. Kirkpatrick follows:]

AASA

American Association of School Administrators

STATEMENT ON BEHALF

OF THE

AMERICAN ASSOCIATION OF SCHOOL ADMINISTRATORS

SUBMITTED BY

JAMES R. KIRKPATRICK, ASSOCIATE SECRETARY

CONCERNING

S. 1539

A BILL TO AMEND AND EXTEND

CERTAIN ACTS RELATING TO

ELEMENTARY AND SECONDARY EDUCATION

PROGRAMS, AND FOR OTHER PURPOSES

BEFORE THE

SUBCOMMITTEE ON EDUCATION

COMMITTEE ON LABOR AND PUBLIC WELFARE

UNITED STATES SENATE

WEDNESDAY, SEPTEMBER 12, 1973

1801 N. Moore Street, Arlington, Virginia 22209 703/528-0700

Mr. Chairman and members of the Committee, the American Association of School Administrators, the professional organization representing some 19,000 members involved in the overall administration of the Nation's elementary and secondary schools appreciates this opportunity to comment on matters pertaining to S. 1539, The Elementary and Secondary Education Amendments of 1973.

Permit me to take this opportunity to express AASA's commendation of the Chairman and the Committee for the intelligent and well-planned approach to the consideration of the issues embodied in S. 1539. The organization of the hearings along the lines of basic issues plus the comprehensive approach to the consideration of the future structure and course of the federal interest in elementary and secondary education embodied in the bill all points to a most effective study of the matter.

While there may be those who would accuse us of "wanting to have our cake and eat it too," AASA continues to believe that there is a need and place for both categorical and general aid programs within the federal interest in education.

There is, indeed, a need for a delivery system of federal funds that permits state and local education agencies the flexibility to seek solutions to problems through their own determination. AASA equally believes that special needs and problems of a national interest must be dealt with specifically without the loss of federal revenue resources due to state or local misconceptions or loss through negotiations conducted at the bargaining table with staff.

Despite the criticisms directed at the Elementary and Secondary

Education Act, we continue to believe that its worth outweighs the many--and some valid--points raised against it. ESEA has brought to bear more attention and concern relating to the educational opportunities for overlooked portions of our nation's youth--low income, migrants, Indians, handicapped, bi-lingual and so on--by our educational system than any other piece of legislation to date. And, while admitting that shortcomings do exist, we would also have to point out, in all fairness, that the level of funding enacted has never been commensurate with the needs as determined by this Committee.

At present, we believe that the most vexing problems relating to ESEA Title I stem from the formula, lack of advance knowledge as to the amount of funds to be made available locally and the amount of paper work, i.e., "red tape" involved. AASA appreciates the fact that Section 441-442 recognizes the need for advance funding while Section 459 gives evidence that S. 1539 is cognizant of the amount of paper work that swamps the less well-staffed school districts.

The ESEA Title I distribution formula presents complexities of both a political and social nature. Obviously there is no easy answer. Obviously, AASA like other components of the elementary and secondary education community is searching for a tenable solution.

In the judgement of the AASA staff, some categorical programs might be combined; others should not lose their particular mission on identity. In the first consideration, we believe that programs which might logically be consolidated would include ESEA II (textbook, library, and material resources); ESEA III (innovative programs); ESEA V (aid to state departments of education; and NDEA III (matching funds for equipment). In a similar vein it would seem feasible to consolidate funds for current vocational education programs into a single grant with no decrease in available revenue and a hold-harmless provision.

Conversely AASA would oppose the consolidation of programs for the handicapped, bi-lingual, Indian, migrant and other programs of a similar thrust since the national interest would seem to require the further program development and protection which is found in the categorical focus.

Of more than passing interest to us was the section (412) dealing with regionalization aspects within the Education Division. While AASA believes the subject area is worthy of further exploration, we believe that its authorization is a matter of congressional concern and were gratified to note its inclusion.

Section 414 dealing with the establishment of a National Center for Education Statistics is a proposal which AASA would strongly support as a much-needed improvement in the provision of current pertinent statistical data. It is our opinion that there is presently no public or private organization capable of such delivery. It could make a vital contribution to the national education scene.

As noted previously, AASA favors the development of a general application along the lines described in Section 459. We would, however, prefer to have the power of the Commissioner more clearly defined in regards to the establishment of reporting requirements.

We feel a similar uneasiness with that portion of Section 435 which provides for the enjoining of an expenditure or other program activity when the appropriate committee of either chamber asks the Comptroller General to provide an advisory ruling on the legality of some Education Division activity or expenditure. We have no concern regarding the need for such oversight by the Congress; we are only concerned that the meaning of the language is not construed so as to tie up an entire program for--possibly--extended periods of time.

While it is our understanding that the focus of this particular set of hearings deals with the ramifications of categorical and general aid, we would be remiss if we did not mention our considerable interest in Title VIII of S. 1539. We trust that we shall have the opportunity at a later date to discuss this in detail.

Finally, AASA, while having no official position in regards to that section (431) dealing with a national commission on education policy planning and evaluation, believes that such a proposal has considerable merit and is worthy of further serious exploration.

The United States has a foreign policy. We have an energy policy. We have other such policies. Why not a national policy in regards to education?

Thank you.

Senator PELL. Our final witness today is Howard B. Hitchens, executive director for Educational Communications and Technology.

STATEMENT OF HOWARD B. HITCHENS, EXECUTIVE DIRECTOR, ASSOCIATION FOR EDUCATIONAL COMMUNICATIONS AND TECHNOLOGY

Mr. HITCHENS. I am representing about 10,000 people in the education business in the schools and colleges of the country who believe in the efficacy of educational technology and its products for improving American education.

You can, I think, understand from that statement that I am going to be opposed to some consolidations and that my constituents do feel that they need continued help of a categorical nature. We do, however, feel that the ESEA of 1965 is a good piece of legislation and that its existing titles should be continued.

Title I, programs in the various States, even though they have not been necessarily consistent with the intent of Congress, should be continued. Our parochial interest in title I, the question of whether equipment and materials, the various logistical support items, can be acquired with title I funds has never been clearly answered.

The Office of Education statistics on the title I program for 1971 reveals that only eight-tenths of a percent of the title I appropriation was spent on audiovisual equipment and only seven-tenths of 1 percent of the funds were spent on instructional materials.

This low rate of expenditure in comparison to other budget items reflects an atmosphere of restrictiveness surrounding the acquisition of equipment and materials. We feel that the intent of Congress to provide the best services and facilities for children from low income families could be made more clear and we suggest that an amendment to the current title be considered.

Title II of ESEA, providing for school library resources, textbooks, and other instructional materials, has been a very effective and popular program in the Nation's schools. It is one of the few programs in which children attending both public and nonpublic schools benefit from Federal funds on an equal basis. In the most affluent schools, title II funds may provide supplementary funds for materials designed to further enrich and support a comprehensive school program, whereas in less affluent districts the moneys may be the only source of library and equipment acquisitions. In each case, however, the funds are being applied where they are needed most.

However, currently less than one-fifth of the schools in the United States and virtually no schools in the less affluent areas have the equipment, materials or budgets to meet the recommended standards for school media programs, which were professionally developed by the American Library Association and the National Education Association jointly.

Withdrawal of Federal support at this time will only serve to widen the gap between what is and what is supposed to be.

I think you have heard a fairly eloquent defense of title III this morning, and I know from previous testimony the case has been made that this title certainly is needed for continuance.

Let me turn to title V. It has been criticized for its failure to stimulate a genuine rethinking of priorities by State departments of education. I believe the primary reason for that is that the program efforts under title V have been stifled by severely low funding.

In the area of educational technology in particular, there is a real role for the State to play in developing programs for inservice training of media specialists and classroom teachers who want to improve their technical expertise.

Title VII. Bilingual education programs were well conceived, but they too have suffered from low funding.

I would like to turn now to the one major issue these hearings are addressing, and that is the question of consolidation of some of the existing titles into a so-called support services program.

These proposals have been supported by the National Education Association, National School Boards Association, the Council of Chief State Officers and you have just heard the school administrators go on record in support of them. I would like to go through quickly the advantages and disadvantages as my constituents see them.

First, the advantages. Certainly the chief State school officer would gain maximum flexibility for the expenditure of the funds—or at least a great deal more flexibility than he presently has. He would be able to devote all of the grant funds for equipment or all for materials or all for books or all for career education or all for fourth-grade reading. In fact, there will be 50 different statewide programs with each State commissioner free to set his or her own statewide priorities. This is the kind of flexibility State departments of education are seeking these days.

Second, under this consolidation proposal, nonpublic schools would be able to obtain Federal money for equipment grants just as they presently can obtain materials under ESEA II. At present under ESEA II, approximately 10 percent goes to nonpublic schools.

Third, it will give equipment and materials presently provided for in ESEA II and NDEA III, a new 5-year lease on life. However, NDEA III was renewed last year in the Education Amendments Act of 1972 for a 3-year period.

Fourth, this proposal to consolidate some support services would furnish the President with some modicum of education revenue sharing which is intended in his proposed Better Schools Act of 1973. Therefore, there is a possibility that it may help secure his signature on the authorization measure.

Let us turn now to some of the disadvantages of this proposition. First, the mix of titles with matching provisions and titles without matching provisions is an incompatible and irrational merger for the sake of merger. It is not logical.

Second, lumping these programs together would cause them to each lose their identity and their special features in order to provide support services. The programs as they presently exist are popular and effective.

Under NDEA III and ESEA II presently, each administrator and local school board decides for itself how it wants to use NDEA III and ESEA II. If discretionary authority is granted to the chief State school officer, he will have more control over how the local administrator may use the funds. If the chief State school officer decides that all funds will be devoted to early childhood development, then a local administrator wanting funds for equipment for materials for a reading program could well be left out in the cold.

There will be growth in the amount of political activity at the State and local level in order to secure funds for the discreet purposes that are presently served by these categorical titles. From the viewpoint of my constituents, this invites divisive local and State battles among audiovisual and library interests, guidance counselors and other specialized educational personnel.

The most serious detrimental effect, in my view, of this proposal to consolidate several titles is the danger of losing the matching provision of NDEA III. A matching program forces local school districts and State legislatures to put up some of their own money to qualify for grants. This insures for the Congress the greatest amount of local responsibility. Local school boards, accountable to the local taxpayers, vote up to 50 percent local funds and thus look very carefully at the spending of each project dollar under the existing NDEA title III. Furthermore, the matching provision makes more prosperous school districts pay their own money to get Federal funds. This is equitable and should be continued. Under NDEA III, each State is required to match all administrative funds also so that the State department must pay half the cost of each NDEA III coordinator. This is one of the most successful provisions of NDEA III and if it is lost, the Congress would be removing a very strong guarantee of local responsibility.

One other provision of NDEA was that the chief State school officer is allowed to allot the funds in any way he pleases—according to a State plan written by each State department—as long as each State's net balance is 50 to 50.

Often there is educational disadvantage to be found in more prosperous districts that have not updated their instructional system—and the States argue they need NDEA III to stimulate this updating. On the other hand, many States have adopted variabe matching under NDEA III so that the poor school districts need only provide a small portion of the cost of their equipment while the richer district must pay most of the cost. This variable matching provision has helped the low-income districts very much.

At present, 15 States allow variable matching—Alaska, California, Florida, Iowa, Kansas, Louisiana, Massachusetts, Michigan, Montana, New Jersey, North Dakota, Oregon, Utah, Wisconsin, and Wyoming. I urge that you continue this variable matching ability in the language of the law in order to help the elimination of inequities that may occur in the States not presently using that provision.

One other disadvantage of this possible consolidation is that the pending law suits against impoundment of Federal funds by the administration will be placed in jeopardy. If new legislation eliminates the existing NDEA title III, the 19 States with law suits will find themselves with a moot question and this effort to insure the availability of Federal funds under existing law will probably come to naught.

Finally, we feel that a full grown educational technology does not exist in the schools and colleges of this country. Despite the strenuous efforts of the Congress, very little has been spent on instructional media due to the absence of funds clearly designated for this purpose. We fear that if, according to revenue sharing proposals, media funds are forced to compete with school meals, adult education, and the strengthening of State and local educational agencies, even less moneys will be spent. Consequently, the upgrading of American education, dependent to a considerable degree upon increased application of educational technology in the learning environment, will be substantially slowed.

ESEA is presently a categorical aid program that can help more schools meet their media needs and it should not be abandoned at this time. When we can report a complete national acceptance of the new technology, we will certainly recommend that Federal support for instructional materials be directed to some other need.

That this is not currently the case can be illustrated by data from the National Center for Educational Technology relating to the children's television program "Electric Company." Considering all elementary schools, almost half, 48.7 percent, cannot receive a television signal. Of those elementary schools located in urban areas, 29.2 percent cannot receive the signal. Only 22.8 percent of all elementary schools are tuned in to the program.

Because adequate use of instructional media has not yet been established, we can only reemphasize that ESEA programs have made an invaluable contribution to the improvement of education, and that we support the continuation of titles I, II, III, V, and VII, particularly. And we vigorously oppose the consolidation of NDEA title III with these ESEA titles into one block of money for State departments of education.

Those are the oral remarks I would like to make, Mr. Chairman.

Senator **Pell**. Thank you very much indeed. I recognize that in the growing field such as yours where we do not yet know the full use to which mechanical devices or instruments can be used in the educational process, that we should make sure that every opportunity is given to them to prove themselves. Some already have proven successful and some have not been successful. But I think they should have every opportunity.

Would the proposed consolidation of education programs cause the relitigation of the impoundment suits on NDEA III and SESA II, ESEA III and other programs?

Mr. **Hitchens**. In my view it would, yes. We would have a new piece of legislation that would then create a whole new ballgame. The question I think that is pending in the courts now would become moot if a new authorization was passed consolidating into these support services and losing the titles, as they presently exist.

Senator **Pell**. The administration in its proposal wishes to leave the decisions as much as possible, up to the local levels of the States. In the area of audio-visual and educational technology programs, what do you feel the States are doing in this area today?

Mr. **Hitchens**. Most of the States do not really have much of a statewide program. It is a very local hit or miss proposition, Senator Pell.

Senator **Pell**. In other words, you do not believe that if Congress turned categorical programs into broad categories as recommended in the administtration's act, that the States would continue the audiovisual programs we have today?

Mr. **Hitchens**. I really do not think they will. At least the evidence I have does not indicate that they would.

Senator **Pell**. So in essence then, if you had to make a hard choice between a static continuation of the present ESEA, with all its built-in problems and faults or adopt the administration's approach with the revenue sharing, umbrellaing of any of these programs, which would you take of these two?

Mr. **Hitchens**. I would prefer the existing programs. I certainly advocate improving the ESEA titles as they exist.

Senator **Pell**. I think we all believe there should be considerably more consolidation than we have so far been able to achieve. One of the problems we face is that individual Senators and Congressman and members of the committee all have not fewer categorical programs, but new favorite categorical programs that they are proposing. We have to figure out how to have more consolidation and at the same time achieve the desires of our colleagues who have worthy categorical new proposals of their own.

Mr. **Hitchens**. Senator, may I respond to that. In my view, and I think fairly in the view of my constituents, we are seeking the help of the Federal Legislature to help us to continue an existing education system and to try to create some change. It is looked in a labor intensive mode, where money, we fear, if it is given in large blocs to the State authorities, will inevitably wind up in the salary and welfare bucket and we just feel that in this age of a burgeoning technology, the society cannot afford that. We feel that we need this continued help to try to change it.

Senator **Pell**. Thank you very much. Senator Stafford.

Senator **Stafford**. Thank you, Mr. Chairman. If I understand your testimony, Mr. Hitchens, in the event we went to special revenue sharing for education, in place of ESEA program, that you would fear politics might enter into the decisions at the State level and even at the local level to a greater extent than under the present categorical program?

Mr. **Hitchens**. That is correct.

Senator **Stafford**. And that there might be a loss of identity of some of the categorical programs, those which you are interested in might be one of the principal set of factors to suffer, is that also true?

Mr. **Hitchens**. That is correct.

Senator **Stafford**. So I understand you would prefer extensions of the ESEA with improvements over the administration's proposal for special revenue sharing for education?

Mr. **Hitchens**. Yes, sir.

Senator **Stafford**. Thank you.

Senator **Pell**. Thank you very much.

Senator Beall.

Senator **Beall**. Thank you, Mr. Chairman. I have no questions at this time.

Senator **Pell**. Thank you very much indeed, Dr. Hitchens, for being with us. The subcommittee will have an executive meeting tomorrow at 10 o'clock in this room and open hearing again on the administration's proposals and the other proposals that are before us on Friday.

The hope of the subcommittee is that we will wind up our hearings on this general subject prior to the early part of October and that we can then go ahead with marking up some kind of a bill that will meet the requirements of our Nation's children and have efficiency and provide an area of compromise between the administration's proposals and what is already in being.

[The prepared statement of Mr. Hitchens follows:]

1968

Testimony presented by

Dr. Howard B. Hitchens

to the

United States Senate
Subcommittee on Education of the
Committee on Labor and Public Welfare

Claiborne Pell, Chairman

on

H.R. 69, A Bill to extend and amend
the Elementary and Secondary Education
Act of 1965, and for other purposes

for

The Association for Educational Communications and Technology
1201 Sixteenth Street, N.W.
Washington, D.C. 20036

Wednesday, September 12, 1973
New Senate Office Building, Room 5110
10:00 a.m.

1969

This testimony is being presented on behalf of the eight thousand members of the Association for Educational Communications and Technology (AECT). It is the professional association of educational technologists whose aim it is to improve the educational environment available to learners at all levels through the application of communications media and techniques to instruction.

While the Association is not the direct recipient of ESEA funds, it maintains a nation-wide network of contacts with educators in the field. On the basis of numerous reports - formal and informal - and articles submitted to its journals, AECT is in a position to synthesize the benefits and drawbacks of various forms of federal assistance to education. This is a somewhat unique perspective which deserves the attention of the Subcommittee.

Without hesitation, the Association acknowledges that the tremendous impact which educational technology has had on American education would have been greatly diminished had ESEA not existed during the past seven years. Educational technology - hardware and software - has stimulated the individualization of learning so necessary for today's diverse and mobile student population. It has allowed educators to close the gap between the information levels inside and outside the classroom. The use of technology has provided for more systematic instruction, based on communications theory. But while some school districts have made widespread application of the new technology, more than eighty per cent (80%) have not been able to meet the basic standards for equipment and materials.

This testimony will focus on our experience with those ESEA programs that have promoted the effective use of educational technology. And, while criticisms will be raised and modifications of ESEA suggested, the Association endorses the programs and recommends their renewal.

To be effective, an educational program (whether a federal aid package or a two week curriculum unit) should provide for all the component materials needed for its implementation. When an instructor or a district media specialist has to track down and organize piecemeal resources from a variety of funding sources, valuable time is lost and cost-effectiveness decreases. In some cases, the lesson or program may never be developed. It is our understanding that the intent of ESEA Title I (Assistance...for the Education of Children from Low-Income Families...) was to provide funds for the development and implementation of programs to meet the special needs of educationally deprived pre-school and school age children. Funds were thus made available for a range of activities including the construction of facilities, the acquisition of equipment, program development and evaluation, and dissemination of the results of research and demonstration projects. Congress seemed to be aware that both hardware and software items were needed to boost the educational progress of that group of children.

It is indeed unfortunate that the administration of Title I programs in the various states has not always been consistent with the intent of Congress. There seems to be some confusion as to whether or not equipment and materials can, in fact, be purchased with Title I funds unless they are wholly and specifically related to the stated objectives of a particular local education agency's Title I program. This kind of provision makes it unnecessarily difficult to acquire basic audio-visual equipment - the primary need of many ghetto-area schools in order to update their overall educational program.

U.S. Office of Education statistics on Title I programs for 1971 reveal that only eight-tenths of one per cent (.8%) of the Title I appropriation was spent on audio-visual equipment and only seven-tenths of one per cent (.7%) of the funds was spent on materials. This low rate of expenditure in comparison to other budget items reflects an atmosphere of restrictiveness surrounding the acquisition of equipment and materials.

We suggest that the intent of Congress - to provide the best services and facilities for children from low income families - be made more clear. We strongly encourage the adoption of the concept of educational technology as an integral part of all learning, and not merely as easily expendable accessories for a particular program. Congress can most easily clarify its intent by amending H.R. 69 so that there is no doubt that the acquisition of equipment and materials is permissible. Again, we support the Title I programs, but believe that their effects could be intensified if the use of educational technology was more clearly supported by Congress.

The expanded use of technology is not being advocated just to make sure media specialists can retain their jobs. On the contrary, the systematic application of technology can insure that interaction between teacher and student and between student and student is more productive and is tailored to the needs of the individual. Because technology is rooted in communications theory and research, we are confident that it can help teachers to teach as well as they would like to teach. Technology has helped to change the classroom from being the domain of the teacher to the domain of the learner.

1972

TITLE II. ESEA Title II programs, providing for school library resources, textbooks, and other instructional materials, has been a very effective and popular program in the nation's schools. It is one of the few programs in which children attending both public and non-public schools benefit from federal funds on an equal basis. In the more affluent schools, Title II funds may provide supplementary funds for materials designed to further enrich and support a comprehensive school program, whereas in less affluent districts the monies may be the only source of library and equipment acquisitions. In each case, however, the funds are being applied where they are needed most.

ESEA II has also helped schools to respond quickly to new curricular thrusts such as career education. Schools could not have acquired sufficient career education materials without Title II assistance.

The Administration's plans to terminate federal support of this Title and other library resource programs as proposed in the Better Schools Act reveals a lack of understanding as to the tremendous impact educational technology has had on American education and its potential contributions. Currently, less than one-fifth of the schools in the United States and virtually no schools in the less affluent areas have the equipment, materials, or budgets to meet the recommended Standards for School Media Programs. Withdrawal of federal support at this time will only serve to widen the gap between what is and what is "supposed to be" (as delineated in the aforementioned Standards for School Media Programs, a joint publication of the American Library Association and the National Education Association.)

Clearly, we are calling for the renewal of ESEA Title II programs in its present form as one aspect of categorical aid to education. Title II provides the tools with which the goals and objectives of the other titles can be achieved.

TITLE III. The thrust of ESEA Title III has most consistently stimulated the innovative and cost-effective uses of educational technology. The concept of supplemental centers and service programs is a sound one in that each school does not have to establish specialized facilities for each area of instruction. School districts and larger units have collaborated to develop and maintain highly sophisticated centers in reading, math, or special education, for example, far more effectively than any of them could have done individually. Children can be brought to such centers for intensive training in a given skill or subject area and they are no longer dependent on the "hit and miss" approach of so-called "visiting teachers." And, cooperation within and among districts in one area has been shown to produce a synergistic multiplier effect in that personnel are stimulated by the interaction and elect to continue to cooperate and share resources in other areas.

As you heard yesterday from the American Personnel and Guidance Association representatives, they too object to the loss of identity of Title III, ESEA. The need for long range development of guidance programs in the states and the danger of wasteful competition for funds among many interest groups at the state level mitigate against any move to consolidate Title III with other programs.

TITLE V. ESEA Title V has recently been criticized for its failure to stimulate a genuine rethinking of priorities by state departments of education. It is indeed unfortunate that adequate leadership from the federal government did not accompany the unrestricted grants to state departments, for the states can provide an important perspective on long range program development and training.

We believe that Title V program efforts have been further stifled by severely low funding. In the area of educational technology, there is a real role for the state to play in developing programs for in-service training of media specialists and classroom teachers who want to improve their technical expertise.

TITLE VII. Bi-lingual education programs, ESEA Title VII, were well conceived by Congress, but like Title V, have suffered from low funding. The dual-language student needs special learning situations and materials which are not generally a high local priority. Continued federal influence is needed in this area to insure that the needs of these children are met so that they can become fully functioning members of society.

In addition, bi-lingual programs have made extensive use of audio-visual equipment and materials with good results. The programs may thus be looked at as pilot programs or demonstration projects, the results of which can be applied to other areas of education.

We have reviewed some of ESEA's contributions to promoting the effective use of educational technology in our schools, and we have studied the Administration proposals for education special revenue sharing. Revenue sharing does not appear to be an adequate substitute for present forms of categorical aid.

Proposals have been made in previous testimony by representatives of the National Education Association, the National School Boards Association and the Council of Chief State School Officers to consolidate some of the existing titles into a "support services" program in this new legislation. Let us examine the advantages and disadvantages of consolidating versus continuing categorical programs.

If, for instance, the following titles, ESEA II, III and V, and NDEA III were consolidated, what would the benefits be?

First, the Chief State School Officer would gain maximum flexibility for the expenditure of the funds - or at least a great deal more flexibility than he presently has. He would be able to devote all of the grant funds for equipment or all for materials or all for books or all for career

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education or all for fourth-grade reading. In fact, there will be 50 different statewide programs with each state commissioner free to set his or her own statewide priorities. This is the kind of flexibility state departments of education are seeking these days.

Second, under this consolidation proposal, non-public schools would be able to obtain federal money for equipment grants just as they presently can obtain materials under ESEA II. At present under ESEA II, approximately 10% goes to non-public schools.

Third, it will give equipment and materials presently provided for in ESEA II and NDEA III, a new five-year lease on life. However, NDEA III was renewed last year in the Education Amendments Act of 1972 for a three-year period.

Fourth, this proposal to consolidate some support services would furnish the President with some modicum of education revenue sharing which is intended in his proposed Better Schools Act of 1973. Therefore, there is a possibility that it may help secure his signature on the authorization measure.

Let us turn now to some of the disadvantages of this proposition. First, the mix of titles with matching provisions and titles without matching provisions is an incompatible and irrational merger for the sake of merger. It is not logical.

Second, lumping these programs together would cause them to each lose their identity and their special features in order to provide support services. The programs as they presently exist are popular and effective.

Under NDEA III and ESEA II presently, each administrator and local school board decides for itself on how it wants to use NDEA III and ESEA II. If discretionary authority is granted to the chief state school officer, he will have more control over how the local administrator may use the funds. If the chief state school officer decides that all funds will be devoted to early childhood development, then a local administrator wanting funds for equipment for materials for a reading program could well be left out in the cold.

There will be growth in the amount of political activity at the state and local level in order to secure funds for the discreet purposes that are presently served by these categorical titles. From the viewpoint of my constituents, this invites divisive local and state battles among audio-visual and library interests, guidance counselors and other specialized educational personnel.

The most serious detrimental effect, in my view, of this proposal to consolidate several titles is the danger of losing the matching provision of NDEA III. A matching program forces local school districts and state legislatures to put up some of their own money to qualify for grants. This insures for the Congress the greatest amount of local responsibility. Local school boards, accountable to the local taxpayers, vote up to 50% local funds and thus look very carefully at the spending of each project dollar under the existing NDEA Title III. Furthermore, the matching provision makes more prosperous school districts pay their own money to get federal funds. This is equitable and should be continued. Under NDEA III, each state is required to match all administrative funds also so that the state department must pay half the cost of each NDEA III coordinator. This is one of the most successful provisions of NDEA III, and if it is lost, the Congress would be removing a very strong guarantee of local responsibility.

One other provision of NDEA was that the chief state school officer is allowed to allot the funds in any way he pleases (according to a state plan written by each state department) as long each state's net balance is 50-50.

Often there is educational disadvantage to be found in more prosperous districts that have not updated their instructional system - and the states argue they need NDEA III to stimulate this updating. On the other hand, many states have adopted variable matching under NDEA III so that the poor school districts need only provide a small portion of the cost of their equipment while the richer district must pay most of the cost. This variable matching provision has helped the low income districts very much At present, 15 states allow variable matching - Alaska, California, Florida, Iowa, Kansas, Louisiana, Massachusetts, Michigan, Montana, New Jersey, North Dakota, Oregon, Utah, Wisconsin, Wyoming. I urge that you continue this variable matching ability in the language of the law in order to help the elimination of inequities that may occur in the states not presently using that provision.

One other disadvantage of this possible consolidation is that the pending law suits against impoundment of federal funds by the Administration will be placed in jeopardy. If new legislation eliminates the existing NDEA Title III, the 19 states with law suits will find themselves with a moot question and this effort to insure the availability of federal funds under existing law will probably come to naught.

Finally, we feel that a full grown educational technology does not exist in the schools and colleges of this country. Despite the strenuous efforts of the Congress, very little has been spent on instructional media due to the absence of funds clearly designated for this purpose. We fear that if, according to revenue sharing proposals, media funds are forced to compete with school meals, adult education and the strengthening of state and local educational agencies, even less monies will be spent. Consequently,

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the upgrading of American education, dependent to a considerable degree upon increased application of educational technology in the learning environment, will be substantially slowed.

ESEA is presently a categorical aid program that can help more schools meet their media needs and it should not be abandoned at this time. When we can report a complete national acceptance of the new technology, we will certainly recommend that federal support for instructional materials be directed to some other need.

That this is not currently the case can be illustrated by data from the National Center for Educational Technology relating to the children's television program Electric Company. Considering all elementary schools, almost half (48.7%) cannot receive a television signal. Of those elementary schools located in urban areas, twenty-nine and two-tenths per cent (29.2%) cannot receive the signal. Only twenty-two and eight-tenths percent (22.8%) of all elementary schools are tuned in to the program.

Because adequate use of instructional media has not yet been established, we can only re-emphasize that ESEA programs have made an invaluable contribution to the improvement of education, and that we support the continuation of Titles I, II, III, V, and VII, particularly. And we vigorously oppose the consolidation of NDEA Title III with these ESEA Titles into one block of money for state departments of education.

Senator PELL. The subcommittee will adjourn until Friday at 10 o'clock.

[Whereupon at 11 a.m. the subcommittee was adjourned to reconvene on Friday, September 14, 1973, at 10 a.m.]

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